

UNDP Fiji Government of Vanuatu



Terminal Evaluation of the Sustainable Land Management Project, Vanuatu



**Final Report
August 2012**

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Local produce being sold at Santo market (May 2012)



Malo Island "garden" demarcation by nitrogen fixing trees (May 2012)



Agricultural Research Station employees and researchers testing new cassava planting techniques, Espirito Santo (May 2012)



Notice

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Jonathan McCue (International Consultant to UNDP Fiji)

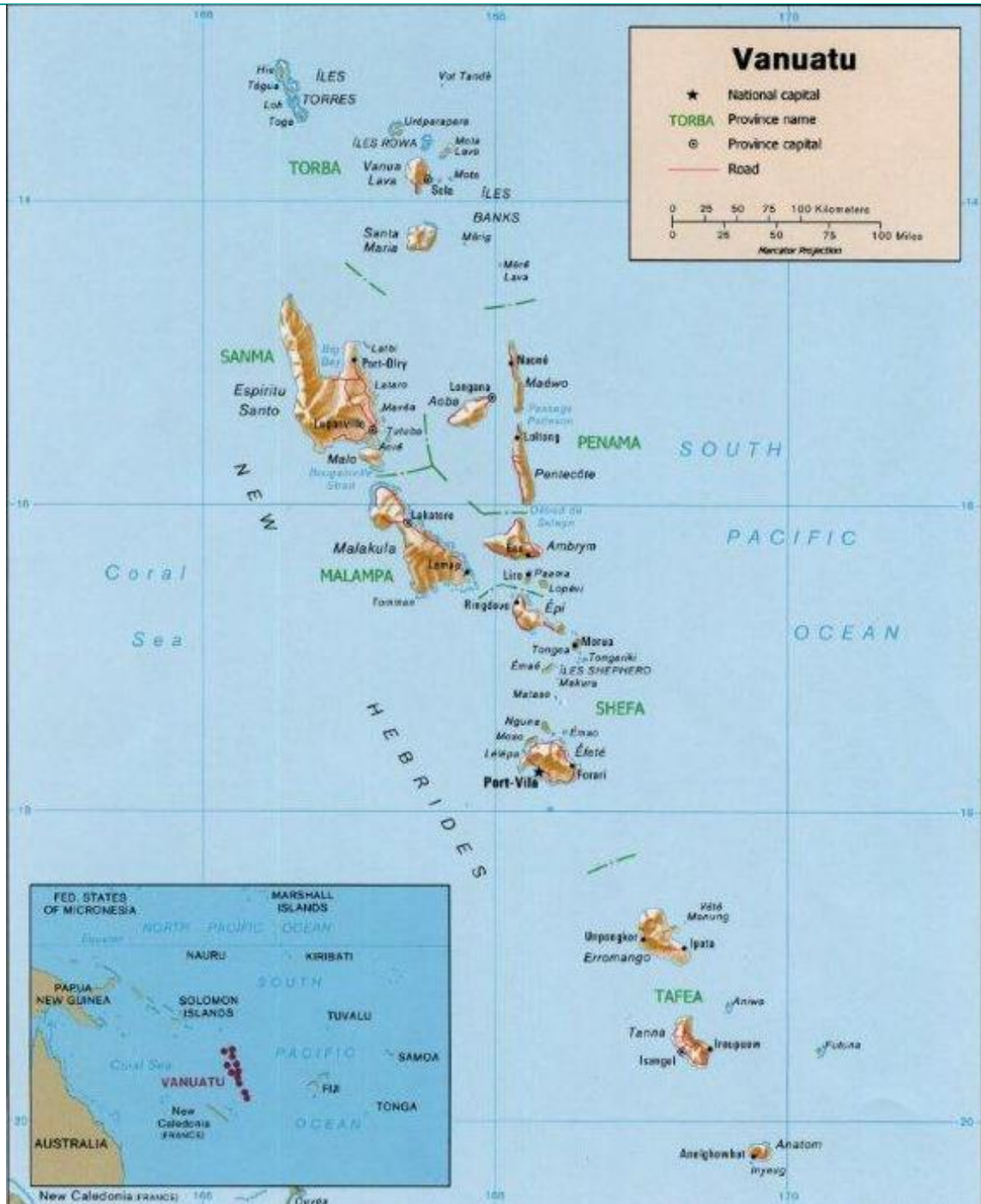


Figure i – Map of Vanuatu



Acronyms

ADB	Asian Development Bank
APR	Annual Project Report
AusAID	Australian Aid
CP	Country Program
DESP	Department of Economic and Sector Planning
DSAP	Development of Sustainable Agriculture Project
DARD	Department of Agriculture and Rural Development
DoL	Department of Lands, Survey and Land Records
EIA	Environmental Impact Assessment
EMCA	Environment Management and Conservation Act
EU	Energy Unit (of the Government of Vanuatu)
FAO	Food and Agriculture Organisation of the United Nations
GEF	Global Environment Facility
GIS	Geographical Information Systems
IA	Implementing Agency
JICA	Japan International Cooperation Agency
LDC	Least Developed Country
LSC	Lands Steering Committee
LUPO	Land Use Planning Office
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MLNR	Ministry of Lands and Natural Resources



MSP	Medium-Sized Project
MTR	Mid Term Review
MTIRMP	Medium Term Investment and Resource Mobilization Plan
NAPA	National Adaptation Programme of Action
NAP	National Action Plan
NZAID	New Zealand Aid
PACC	Pacific Adaptation to Climate Change Project
PEG	Project Executive Group
PIR	Project Inception Report
SIDS	Small Island Developing State
SLM	Sustainable Land Management
SPC	Secretariat for the Pacific Community
SPREP	Secretariat for the Regional Environment Programme
TE	Terminal Evaluation
UNCBD	United Nation Convention on Biological Diversity
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
VEU	Vanuatu Environment Unit
VLUPO	Vanuatu Land Use Planning Office
VPAA	Vanuatu Priority Action Agenda

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Executive Summary

The 3 year project has aimed to strengthen the enabling environment for sustainable land management in Vanuatu while ensuring broad-based political and participatory support for the process. Three key outcomes were expected: the National Action Program (NAP) to combat land degradation is completed; enhanced capacity for sustainable land management; and mainstreaming and harmonization of sustainable land management.

The project has made a preliminary contribution toward initiating the discussion and program activities for SLM in Vanuatu. Nevertheless, the fifteen planned project outputs have had variable success in being delivered. Part of the problem is associated with the project design clarity which appears to have presented major implementation challenges, some of which were beyond the capabilities of the initial project team (i.e.: mainstreaming SLM into sectors within Vanuatu).

The project expectations, whilst starting high, gradually eroded away as the “visibility” of the project diminished due to a lack of presence (both on the ground and within GoV discussions – overtaken by Mama Graon project). Despite this observation, the project had succeeded in undertaking an array of mostly small-scale local interventions, including training and promotional activities. These, however, were completed without a clear sense of the overall end intention to “mainstream” SLM and improve capacity development. Therefore, while the project has provided some important data analyses, guidelines, legislative drafts and proposals, many of the proposed field level demonstration and piloting outputs and systemic effects on SLM practices were not achieved as originally planned due to project capacity, management and time constraints and unrealistic expectations and assumptions in the project design.

Far more consultation at the outset of the project was required, with more transparency made evident on the resulting decisions made. The SLM project in Vanuatu has attempted to be strategic, but it has fundamentally failed to implement the challenges associated with Kastom land ownership issues. The implication of this is that SLM is currently way short of effectively being mainstreamed into GoV strategic policy decision making. Any future SLM initiative needs to ensure it is simple (in terms of what its intended outcomes are and “Vanuatu proof”) if it is ever to prove effective in the next few years.

Whilst the project has made some contribution toward initiating the discussion and program activities for SLM in Vanuatu, however, its legacy (within the country) is concluded to be weak. The NAP and the IFS (eventually when completed) will assist GEF and donors in the development of future programs to address SLM and thereby offer a useful function. The potential to sustain and expand SLM project results will, however, depend upon establishing a distinct and effective home for SLM advocacy, the necessary resources for programs within DoL and the ability (including sharing resources) to work with other ministries, and civil society to advance SLM. The Evaluation is uncertain (at the project conclusion phase) whether sufficient momentum and commitment is in place along with required mechanisms and government staff incentives to sustain and utilize the SLM project outputs. Factors that appear to have affected performance can be summarised as follows:



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- Start up problems and mobilisation issues in 2008;
 - Poor National Steering Committee commitment;
 - Instability caused by DoL Director “vacuum”;
 - Political engagement and willingness to follow SLM procedures set up;
 - Capacity of good staff in each Ministry and UNDP Fiji to devote time to SLM issues;
 - Project component design and expectation management;
 - Lack of guidance for the National Project Coordinator;
 - DoL staff capacity and expectations on National Coordinator to make project decisions;
 - Limited use of international consultant deployment (despite budgets being available).

The message from this list is that management performance of the NSC has been poor throughout the project. The Terminal Evaluation therefore concludes that any noticeable and tangible success stories, that are directly attributable to the SLM project, will take at least another generation to materialise. Vanuatu needs to demonstrate a willingness to change. It needs to embrace 21st century land management techniques alongside maintaining custom and tradition. Economically, it also needs to help sustain and develop home grown foodstuffs but strategically reducing tariffs on imported goods (e.g.: rice).



1 Introduction

1.1 PURPOSE OF THE EVALUATION

The “Building Capacity and Mainstreaming Sustainable Land Management (SLM) in Vanuatu Project” is a GEF/UNDP project that commenced on 7 April 2008 and is scheduled for closure (following a one year extension) in July 2012. The objective of the project was *“to strengthen the enabling environment for sustainable land management while ensuring broad-based political and participatory support for the process.”*

This Terminal Evaluation (TE) is an independent review, as required by GEF and the Project Document (Projdoc) that aims:

- to determine progress made towards the achievement of outcomes;
- to identify the relevance, effectiveness, efficiency and timeliness of project implementation;
- to highlight issues requiring decisions and actions; and
- to present lessons learned about project design, implementation and management.

TE’s are intended to review overall project design, assess progress towards the achievement of objectives, identify and document lessons learned (including lessons that might improve design and implementation of other UNDP/GEF projects), and review the extent to which the project addressed the recommendations in the Mid- Term Review (MTR). It is expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from project monitoring.

The TE provides the opportunity to evaluate overall project success or failure and to make recommendations for consideration in future projects. It carefully considers the recommendations raised in the MTR and provides commentary on strategic impact of the project overall and its potential legacy for Vanuatu.

The TE was awarded to Jonathan McCue as International Consultant (IC) from the UK. Mr McCue has 25 years experience in environmentally focused international donor agency evaluation work particularly for UNDP.



1.2 METHODOLOGY OF THE EVALUATION

1.2.1 Overview to the Methodology

All GEF TE's strive to be evidence-based, methodology adopted must ensure that all findings are transparent and participatory. The TE approach is designed to comply with the GEF Monitoring and Evaluation Policy, the UNDP Evaluation Policy, and the Guidelines for GEF Agencies in Conducting Terminal Evaluations. The new "Evaluation Policy of UNDP" (2011) also states that project evaluations are to assess the efficiency and effectiveness of a project in achieving its intended results, as well as the relevance and sustainability of outputs as contributions to medium-term and longer-term outcomes. This TE takes into consideration these strategic guidelines, though is also guided by the specific Terms of Reference (ToRs) that were provided by UNDP Fiji, for this TE, in April 2012.

1.2.2 Approach

The TE commenced on 8 May 2012 and is programmed to be completed by 5 June 2012. Data collection and discussions in Vanuatu occurred in the evaluation field mission from May 14 – 28 May 2012 (see Appendix B). Preliminary observations and findings from the field mission were presented within a debriefing workshop event (with key stakeholders) in Vanuatu on 24 May 2012. The approach to the evaluation was based on the following tasks:

- (a) review of documents and reports that describe progress on project outputs, outcomes and objectives as per indicators in the project designs,
- (b) interviews with project participants and stakeholders to verify achievements and to identify issues related to project design and implementation;
- (c) selective site visits to demonstration sites on Espiritu Santo (Sanma Province) to help compile evidence of local achievements and to consult with beneficiaries and participants.
- (d) a stakeholder group workshop discussion event (24 May 2012) that reviewed project results and lessons learned.

The four components of the evaluation – 1) Project Design, 2) Project Implementation, 3) Project Results (including sustainability and capacity building) and 4) Lessons Learned address the list of sub-components indicated in the project specific ToR (see Appendix 1). Specific "Evaluation Criteria" were created, by the International Consultant (IC) to further define the basis for the data collection and to help with setting the general indicators for evaluating the various project sub-components (see Appendix F).

The interviews were assisted by an Interview Guide (Appendix F) which provided leading questions that facilitate consistency and triangulation of responses from those interviewed (see Appendix C).



The evaluation involved an objective and independent review of the weight of evidence compiled from reports, interviews/group discussions and site visits. The documents reviewed for this task are listed in Appendix E.

The evaluation methodology sought to compare the pre-project baseline conditions to current conditions. A summary of the status of project outcomes and outputs was then prepared for this comparison (Appendix H) that used the following ratings: *Satisfactory - minor shortcomings; Moderately satisfactory – moderate shortcomings; Moderately unsatisfactory - significant shortcomings; Unsatisfactory – major shortcomings; and Highly unsatisfactory - severe shortcomings.*

1.3 KEY ISSUES ADDRESSED

The focus of the TE is designed to consider the following main issues identified within the MTR (July 2011):

1. Achievements made in implementing the project, in particular the strengths and weaknesses of implementing the components/activities in the logical framework of the Project Document and role and effectiveness of project management structures and role in implementing the project;
2. Outcomes and impacts (intended/unintended; positive/negative) realized as a result of the project;
3. Strengths and weaknesses of the project design and implementation strategy;
4. Factors that contributed or hindered attainment of project objectives;
5. Achievements in networking, creation of partnerships and knowledge management;
6. Lessons learned in relation to enhancing awareness, capacity development and advocacy through the use of networks and partnerships in relation to SLM.

Using the above as the framework for the TE, the following key issues were identified in the MTR and initial review of all project documents:

- Divergence from original project document and expectations;
- Extent of changes in the Vanuatu Land Sector Framework and national plans/policies to promote SLM;
- Integration of SLM specific “technical guidelines” into government operations;
- Capacity development/awareness building of SLM trainees to utilize the training;



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- Quality, dissemination and usefulness of the SLM demonstration site “best practice”;
 - Degree of government support and commitment for NAP implementation measures and incentive constraints;
 - Number and quality of SLM project proposals prepared and prospects of funding;
 - Effectiveness of project coordination mechanisms and related institutional factors affecting project performance;
 - Effects of project delays and staff turnover on project results;
 - Contributions of the project to government policies and initiatives on SLM.

1.4 STRUCTURE OF THE EVALUATION

1.4.1 Report Details

The GEF Terminal Evaluation Guidelines specify the following criteria to be included in the design of the TE report to help towards assessing level of achievement of all project outcomes and objectives:

Project Design (Relevance). The evaluation will assess the extent to which the overall project design remains valid. This section reviews the project’s concept, strategy and approach within the context of effective capacity development and sustainability. Specifically, this aspect assesses the extent to which the underlying assumptions remain valid; assesses the approach used in the design and whether the selected intervention strategy addressed the root causes and principal threats in the project area. It also assesses the potential for replicating or “scaling up” the site-based experiences. An attempt is also made to ascertain the current level of comprehension of the project concept, focusing on three specific sets of actors: (i) project management team; (ii) field officers; and (iii) local communities.

Project Implementation. This section assesses the extent to which *project management and implementation approaches* have been effective, efficient and responsive. Specifically, it will:

- assess overall institutional arrangements for the execution, implementation, management, monitoring and review of the project. This will include the appropriateness of joint implementation and coordination; whether there has been adequate periodic oversight of activities; the effectiveness of government counterparts; and the effectiveness of relationships between key stakeholders;
- assess the use of logical framework as a management tool during implementation;
- assess indicators of adaptive management;



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- assess the quality and relevance of project reporting;
 - assess the mechanisms for information dissemination (advocacy and awareness raising) in project implementation and the extent of stakeholder participation in management;
 - analyze the project financing, specifically how the project has materialized/leveraged co-financing for various components.
 - review the effectiveness and the methodology of the overall SLM Programme structure, how effectively the Programme addressed responsibilities especially towards capacity building and challenges, its main achievements and overall impact as well as the remaining gaps.
 - assess the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration: Human rights, Gender Equity, Institutional strengthening, climate change and Innovation or added value to national development.

Project Results. This section examines the relevance, efficiency, effectiveness and sustainability of *operational activities and results achieved by the project*, by showing how the component(s) processes and outcomes have contributed (or have the potential to contribute) to the achievement of project and GEF environmental goals. This section shall:

- assess, quantitatively (where possible) and qualitatively, the achievements and impact in terms of outputs and its contribution to outcomes as defined in the project document;
- assess to what extent the project has made impacts on promoting local participatory decision-making and local governance;
- assess to what extent the project has or will contribute to the strengthened enabling environment for conservation;
- Assess the sustainability of project results.

Governance and capacity-building: This section shall evaluate how the Project has promoted participatory processes and behaviors which may influence how land use management is done at the local and national levels. The section will look at how the project has contributed to improved governance at local and national levels, and examine how governance issues have impacted on the achievement of project goals and outputs. The section shall also seek to evaluate how and to what extent the project has built management, planning and operational capacity among the project's stakeholders, particularly at the community level. This includes an overview of capacity-building techniques employed by the project as well as of the monitoring mechanisms involved.



Lessons learned: Within the conclusions and recommendations section, this evaluation also highlights lessons learned and best practices in addressing issues relating to relevance, performance and success. In describing all lessons learned, particular focus is placed on lessons learnt that are applicable specifically to this SLM project in Vanuatu.

1.4.2 **Report Structure**

The structure of this report is set out below:

- Section 1 – Introduction;
- Section 2 – The Project and its Development Context;
- Section 3 –Evaluation Findings;
- Section 4 – Conclusions, Recommendations and Lessons Learnt *(includes an assessment of gaps and/or additional measures needed that might justify future GEF investment in the country, and guidance for future investments (mechanisms, scale, themes, location, etc)).*

A 2 page summary of the main TE messages and findings are included in Appendix K.

<p>NOTE: The Terminal Evaluation mission to Vanuatu was constrained somewhat by weather conditions (failing to visit Pentecost) and the availability of some key stakeholders during the mission time.</p>
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2 The Project and its Development Context

2.1 PROJECT BACKGROUND

2.1.1 Sustainable Land Management (SLM) in Vanuatu

SLM involves the use of terrestrial resources and ecosystems e.g. soils, plants to provide goods and services e.g. food, drinking water, fuel, timber, without detriment to the long-term productive potential of these resources and their environmental functions. SLM is critical to minimising and rehabilitating the effects of land degradation, and ensuring optimal use of resources for sustainable development and poverty alleviation.

The principles of SLM and sustainable development have been practices by ni-Vanuatu's over thousands of years and continues on today through the application of traditional knowledge. However, increasing populations and the growing competition among the different land use to generate income and produce food to sustain livelihoods is putting a strain on the application of these principles. Pre and post-independence economic policies have promoted large scale agriculture production of copra, cocoa and cattle resulting in large tracts of forest land being converted for agricultural use. The growth in the tourism and real estate sectors is also having the same effect.

2.1.2 Land Ownership (Kastom Land) Issues

Appreciating the challenges of implementing SLM in Vanuatu is ultimately linked to having a clear understanding of customary ownership. Upon Vanuatu's independence in 1980 (from being the New Hebrides), land was formally restored to the customary owners. The new constitution proclaimed, "*All land in the Republic of Vanuatu belongs to the indigenous custom owners and their descendants*".

Land is traditionally the source of personal and clan identity, spirituality, kastom, power, and economic livelihood; without land, one lacks the very basis for survival. Land is commonly referred to as "the mother" underscoring the importance of the relationship between people and the land associated with their kinship group or clan. The right to occupy an area of land is the closest traditional equivalent to the westernized concept "ownership". In Vanuatu, this right is determined by chiefs and held almost without exception by men. Even in parts of Vanuatu where inheritance is matrilineal, decision making about land, including the transfer of rights to land, is generally a male domain. Rights to use land (usufruct rights), or to use the natural resources on the land, are generally vested in both men and women; women traditionally have the main responsibility for tending home gardens.



2.1.3 The Catalyst towards Initiating the SLM Project

The SLM project falls within a global GEF project entitled “LDC and SIDS Targeted Portfolio Approach for Capacity Development and Mainstreaming of Sustainable Land Management” developed in 2004. This followed the GEF becoming a financial mechanism of the United Nations Convention to Combat Desertification (UNCCD), and land degradation becoming a new Focal Area of the GEF. The aim of the global SLM project is to develop individual, institutional and systemic capacity for sustainable land management and eligible countries were able to access an expedited medium-sized project under this Portfolio. Vanuatu became a party to UNCCD in 1999 and the formulation of its National Action Plan (NAP) was carried out in parallel with the development of this project and completed within it.

2.2 PROJECT GOAL, OBJECTIVES, STRUCTURE AND OUTCOMES

2.2.1 Project Goal and Objective

The goal of the project is to improve sustainable land management in Vanuatu. The projects’ aim is to mitigate land degradation by using SLM principles, thus maintaining the ecological integrity, stability and productivity of their terrestrial resources.

The objectives of the project are:

- To ensure that government, at the highest level, considers the long-term environmental health of land resources and the adverse effects of land degradation when making economic and development decisions;
- To build capacity for SLM horizontally across sectors and vertically from the individual land-owner to community leaders, to provincial and national government.

These global SLM objectives are intended to be completed in a way that centralizes the concerns of women and other marginal groups, and uses as its starting the centuries of traditional knowledge regarding resource management that current land owners possess.

2.2.2 Project Start and its Duration

The Vanuatu SLM project was officially started on 7 April 2008 for 3 years (originally intending to expire on 7 April 2011). A 12 month extension to the project was granted following the recommendations of the MTR in July 2011, resulting in a revised end date of June 2012.

Over the extended project period, the project intended to strengthen capacity in government, civil society and private sector institutions by focusing on:

- Integrating SLM into national development policies, plans and regulatory frameworks;
- Developing institutional and individual capacities for SLM;



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- Developing capacities for knowledge management in support of SLM, including a computerised Land Resources Information System;
 - Investment planning and resource mobilisation for implementation of SLM interventions.

2.2.3 Project Organisational Structure

The lead Executing Agency is the Department of Lands, Survey and Land Records (DoL) within the Ministry of Lands and Natural Resources (MLNR). The Director of Lands is nominated as the Project Manager and the project originally recruited two full-time staff, a National Project Coordinator and a Project Assistant (the latter has not been in post since July 2011).

2.2.4 Project Outcomes and Outputs

There are four project outcomes with 15 separate outputs, as identified below:

Outcome 1: Completion of the National Action Plan for Combating Land Degradation.

- Output 1.1 Gender Needs Assessment for SLM;
- Output 1.2 Elaboration of NAP by National Team - Draft NAP (including draft National SLM Policy) prepared by national team (using gender analysis, country analysis, problem analysis) and validated with input from relevant stakeholders;
- Output 1.3 Formal adoption of NAP by Government.

Outcome 2 Mainstreaming of Sustainable Land Management

- Output 2.1 - Integration of SLM principles into national development plans;
- Output 2.2 Integration of SLM principles into sector/thematic action plans (agriculture policy, forestry policy, urban plans, infrastructure, tourism), through a process of awareness raising, training and policy review;
- Output 2.3 Harmonization of SLM priorities between existing environmental frameworks (e.g. BSAP, POPs, NAPA);
- Output 2.4 Incorporation of land degradation issues into decision-making processes for all new project proposals, across all sectors.

Outcome 3 Capacities developed for sustainable land management

- Output 3.1 Legal framework for promoting SLM is enhanced;



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- Output 3.2 Institutional capacity for implementing SLM legal framework is enhanced;
 - Output 3.3 National decision-makers' knowledge and understanding of SLM and land degradation issues is improved, through training workshops, dissemination of materials;
 - Output 3.4 Landowners, women, and traditional leaders capacity to implement SLM in day-to-day land management is enhanced, particularly in vulnerable areas and with vulnerable groups, through technical training local and national knowledge networks that embrace and build upon traditional knowledge.

Outcome 4: Medium Term Investment Plan

- Output 4.1 Identification of specific on-the-ground investments required in the medium to long term;
- Output 4.2 Development of a Medium Term Investment and Resource Mobilization Plan (MTIRMP) for continuing the promotion of SLM;
- Output 4.3 Analysis of sources of funding, including national and provincial resources, and donor funding and discussions with donors on resource mobilization;
- Output 4.4 Adoption of MTIRMP by Council of Ministers and funding secured.

2.2.5 Main Stakeholders and Beneficiaries

The ultimate beneficiaries of the project were seen as ni-Vanuatu landowners, farmers, and others whose livelihoods are drawn from the land" and its relevance is clear for the nation considering that 80% of the people still live on their customary land.

2.3 EXPECTED RESULTS

By the end of this project, the Government of Vanuatu (GoV) and ni-Vanuatu people should be equipped to make more informed decisions about appropriate land uses, based on improved information and better understanding of the costs and benefits of development options.

As stated in the Projdoc (2008), to ensure long-term effectiveness of the SLM activities, the expected project results aim to support the improvements in current institutional & community capacity for SLM and monitoring support. The project results are also expected to build a better framework for cooperation among local stakeholders (particularly government, NGOs, CBOs, private sector and communities) and provide mechanisms to enable broad stakeholder participation in decision-making and management of land resources, by enhancing landowner power over their land-use decision-making, and improving access to information and networking.



2.4 PROGRESS SINCE THE MID TERM REVIEW

Appendix I is produced as a matrix table to demonstrate progress made on each MTR recommendation since August 2011, the time of formal acceptance of the MTR. These have been extracted from the MTR and re-titled (by the IC for this TE), using new headings of “General Findings” and “Specific Recommendations”.

The TE mission started in May 2012, resulting in a 10 month window for potential progress to be made since the MTR was accepted. Appendix I therefore used to identify what progress has been made on the recommendations proposed, plus summary reasons (interpreted by the IC following specific consultation during May 2012) as to why progress may/may not have been made.

As stated in the MTR, this has been a challenging project facing a number of issues. The team in Vanuatu, particularly the National Coordinator, and staff at UNDP deserve credit for seeing it through to this point. The 1-year extension to the project was supported by the MTR team but only upon acceptance of a detailed 2012 Annual Work Plan which is endorsed by a steering committee, and approved by UNDP Fiji on 17 February 2012 (a full 7 months after completion of the MTR). Approximately 3 months after this date, the commencement of the TE took place, realistically leaving next to no time to deliver any of the recommendations set out in the MTR.

Since the MTR (July 2011), official fax notification of all SLM project closure dates was sent from UNDP. This date was fixed (for all national SLM projects) as having operational closure by June 2012 and financial closure by December 2012. No project extensions will be granted beyond this time frame.



3 Evaluation Findings

3.1 INTRODUCTION

The following section provides the ICs evaluation of the projects formulation, implementation and results. The structure reflects the requirements of the ToR and also demonstrates the types of questions (and sub-questions) that the IC posed to key stakeholders during the mission to Vanuatu). The IC presents the findings as a commentary and presents an overview of findings (per key theme heading). A summary rating of project performance (i.e.: formulation, implementation and results) is provided using the recommended 6-point scale presented in the ToR. The 15 specific outputs of the project ratings are presented separately in Appendix H of this TE Report.

3.2 PROJECT FORMULATION

The main strategic question and sub-questions posed about Project Formulation are presented below:

Was project design relevant, effective and efficient given the project objectives and expected results?

The main strategic and sub-questions (below) seek to ascertain the current level of comprehension of the project concept, focusing on three specific sets of actors: (i) project management team; (ii) field officers; and (iii) local communities.

SUB-QUESTIONS POSED

Were there any particular aspects of the project design that were either not relevant or not realistic?

If the project was to be implemented again, are there any changes in project design and results framework that you would suggest?

Were there any project risks that were not identified or adequately considered, and how could they have been better anticipated and managed?

How relevant or useful has the project been to the national development priorities of the government?

How effective and efficient was the project structure and organization in facilitating implementation? Would you have changed anything in hindsight?



3.2.1 Relevance of the project design

As stated in the MTR, the SLM project design, which includes the four stated outcomes, was formulated to apply consistently onto the international arena. From discussions held with staff members in 2011 (during the MTR) and in 2012 (TE) it appears that Vanuatu stakeholders (including field officers) had limited flexibility to adapt this structure to their local situation. Either this or they were too weak to enforce a change of structure or emphasis. With similar issues being raised in other Pacific islands this suggests the original project design was over-ambitious in a Pacific Island context. One specific example relates to the term “mainstreaming”. Participants at the TE Workshop strongly agreed that this term is rarely (if at all) used in a Vanuatu context, particularly within governmental documents. Whilst an important aspiration to achieve in the longer term, it is clear that the Projdoc design (for Outcome 2 – Mainstreaming of SLM) needed to “take baby steps” towards delivering this. Without re-designing and communicating the expectations on this aspect, it was inevitable that delivering effective mainstreaming of SLM in Vanuatu was never going to happen in the timescales set.

Linked to the above, the MTR clearly stood by a clear Recommendation, which the IC re-affirms and endorses based on evidence and discussions that have taken place during the TE mission. It is important that donors be mindful of trying not to impose too many design components (e.g. the 4 outcomes for SLM) on countries in developing global programmes. It is a fact that the Vanuatu SLM project ultimately has struggled to deliver the required project expectations mainly as a result of Vanuatu not being able to “interpret” all 4 outcomes at the country level. In addition, this is due to GoV not being robust enough, at the outset of the project, to communicate to UNDP the anticipated challenges that are likely to lie ahead, particularly with regard to the integration of SLM principles with implementing these customary rights land (Kastom land).

It is apparent that the project was designed with minimal consultation with local stakeholders. The design process was very “top down” as opposed to “bottom up”. As a result, there was minimal “ownership” of the projects outcomes at the community level (including field officers) and is seen to be one of the contributory reasons for the failure of the Vilvil demonstration project on Santo (see Project Results and Appendix D). This “top down” approach was required for Outcomes 1 and 4 (NAP production and Medium Term Investment) and hence project formulation for those Outcomes perhaps had less option for being massaged into anything other format. This argument does not cover Outcome 2 (Mainstreaming SLM) which certainly required more dialogue and engagement with local government counterparts.

The IC does have sympathy with both UNDP Fiji (i.e.: having the challenge of presenting countries with a great opportunity to change land management in Pacific countries) and also with the individual



recipient country (e.g.: Vanuatu) as often the easy “excuse” for poor project outcome delivery and progress is associated to poor project design. The IC’s interpretation of this issue is two-fold:

- a) UNDP-GEF have been correct in presenting a standard international SLM project structure approach, but (in the instance of Vanuatu) has failed in communicating the variety of outcome “interpretation” options that countries could adopt to better reflect their individual needs. It is understood that UNDP have prepared a *“Resource Kit - Monitoring, Evaluation & Reporting for Sustainable Land Management in LDC & SIDS Countries”* (2006) document to reduce these risks. This is a useful document that sets out the rules on how to initiate Project Documents to reflect local country needs, aspirations and capabilities. The IC cannot be sure that this document was made available to the GoV and the project team at the project initiation stage (2007/8).
- b) UNDP failed to recommend that SLM Projdoc produced for Vanuatu should include budget lines for National Coordinator training on how best to design “fit for purpose” Inception Reports that transparently present the options available for how Vanuatu could effectively interpret the 4 SLM outcomes set by UNDP. The idea of establishing “Work Shadow” meetings for new National Coordinators, ahead of their own Inception Workshop, has been raised as a positive recommendation for UNDP to consider on similar MSP type projects (see Section 4).
- c) GoV (before signing any PIR or Projdoc) should have been more robust in ensuring that outcomes and project outputs could be achieved in the timescales set. The opportunity for project flexibility is always a possibility at the Inception Phase, but this opportunity was not grasped by GoV (during the Inception Phase) due to weak programme management (from the newly set up National Steering Committee).

Whilst this TE agrees that the project design is considered too over-ambitious, which has inevitably influenced progress, another factor dictating unsatisfactory progress (with regard to target achievements) was that this design was not followed by key implementing partners and limited enabling authorities were granted to field officers to help with adaptive design of demonstration projects. For example, the design encouraged the Department of Agriculture and NGO’s to deliver most of the on-the ground activities (e.g.: Output 3.4) for traditional chiefs and land-owners. Sadly, this hardly happened at all and the National Coordinator was, instead, the main deliverer of work on the ground.

3.2.2 Effectiveness of the project strategy

The effectiveness of the project strategy ultimately is linked to how the project starts and what endorsement it has from all stakeholders in Vanuatu. The Projdoc was agreed and signed on 7 April 2008. An Inception Workshop was held on 2-3 December 2008. That means that over 8 months had



passed before stakeholders were to “sign” an acceptance of the projects way forward. This is not effective as an implementable and programmable project strategy.

It also appears that at the outset of the project, a number of other donor funded projects were about to start at a similar time (with DoL either managing or being key stakeholders). The implication of this, in countries such as Vanuatu, is that there is a significant impact on staff capacity to attend, direct and contribute to these projects. The risk of “project overload” should have been declared by the DoL to the UNDP, or at least the NSC at the outset of the SLM project. The DoL have a maximum of 50 staff (with about 10 being of manager level capability and experience), the pressure to attend meetings for these projects was jeopardising any actual work being undertaken on the ground. It was a fact that the larger donor funded (AusAid) Mama Graon project appeared to overshadow the SLM project significantly.

3.2.3 Country ownership of the project

Ownership of a project is often derived from a number of important factors that need to fit together at the right time. It was declared by the new UNDP Programme Officer (in place since July 2011) that the weakest link of the project appears to be the Implementing Partner (IP). Internal politics and the change of Directors within DoL are seen to be key in this respect. The result is that with different Directors comes different views and this causes instability within a department. Stakeholder quotes imply that:

“More than 10 changes within the DoL have been recorded since the project started”.

Ownership of the project needed to be secured during the project Inception phase. A fundamental objective of the inception workshop was for UNDP Fiji *“to assist the project team to understand and take ownership of the project’s goals and objectives”*. This never really happened and consequently, country ownership of the project never really happened. Stakeholders have declared to the IC that in hindsight, it may have been more prudent for the IP to be the Department of Forestry or Agriculture. The reason for this appears to be their better experience of delivering small farming / forestry related projects on the ground, in addition to the more direct link with agricultural research centres (and hence capacity) across the country (e.g.: Matevulu College, Santo).

The MTR (2011) and this TE have both identified that many stakeholders appear to know little about the project, within government agencies, municipal councils and NGO’s (such as VANGO). There were some workshops carried out at the inception of the project, though it is unclear whether these were ineffective, poorly attended or whether there have been many staff changes since. Whatever the reason it is suggested that more awareness-raising is carried out now, partly aimed at sustaining work after the end of the project. A critical omission of the project was to prepare a simple “SLM Project Glossary of Terms” which would seek to be used by all GoV stakeholders throughout the lifetime of



the project, preaching the message of SLM to all sectors of government, community leaders and donors. This could have assisted in improving initial understanding of the SLM project, its principles and end outcomes and helped to develop a platform or framework for country ownership of SLM (see Sections 4.3 and 4.4 for Recommendations and Lessons Learnt).

Despite the above, some positive “ownership” messages have come out from the local community where demonstration projects have taken place. At the operational level, the local community members (in Malo Island and in North Pentecost villages) have displayed a very positive response to the SLM interventions. Their commitment was evident from the community approach, and importantly, involved participation of all family members. It was inferred that the more aware and informed tribes took it upon themselves to sensitize the less aware tribes about SLM interventions and relayed the benefits of SLM to foster more comprehensive local participation and response to SLM needs. Additional evidence of commitment to the project interventions by the local people of Malo was the transfer of SLM knowledge to the local community in neighbouring villages (away from the demonstration project site).

3.2.4 Validity of risks and assumptions

The Project Document identifies some key risks and assumptions underpinning the design of this project (for all outcomes) as follows:

- Assumes all stakeholders are fully committed to an inclusive process that addresses the full range of stakeholder concerns in a culturally and gender-appropriate manner;
- Website is functional;
- Skilled personnel are available to prepare draft NAP;
- Stakeholder commitment to SLM maintained;
- Risk – impatience with additional planning requirements when earlier plans have not been implemented and resourced adequately;
- Government maintains commitment to CCD obligations;
- UNCCD focal point complies with deposition requirements;
- Assistance from SPREP/SOPAC will be available;
- Inter-agency cooperation and effectiveness of MSP training and awareness raising;
- Funds are mobilized on time;



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- Stakeholder commitment to SLM maintained;
 - Departments have adequate budgetary support to implement SLM strategies and actions;
 - High level of cooperation amongst agencies.

Most of these assumptions proved to be valid for periods of the project although it is not apparent in the early stages that the project had the necessary attention and profile to engage senior officials in the government. The Projdoc also assumed that the outcomes and outputs are likely to be sustained beyond the project, however, there is no mention of the AusAid Mama Graon¹ project which was to actually overshadow the SLM project in both its budget and also its “visibility” within GoV. There is a clear statement in the Projdoc assuming that SLM is to be integrated into the UNDP Vanuatu Country Programme, that SLM shall be integrated into the VPAA National Priority Action Agenda 2006-2015 and that the government and key institutions at regional and local levels are committed to SLM.

The Projdoc also sites three potential adverse social impacts as a result of the project, all of which, it is stated, could be “managed”. These were as follows:

- training activities will take local people away from their vital subsistence activities;
- project activities will discontinue at the end of project funding;
- individuals and groups who have a vested interest in the weaknesses and flaws of the current system will attempt to undermine the reforms attempted by this MSP.

It is difficult to quantify whether these impacts have proven valid or of sufficient scale to impact on the longer term sustainability of SLM in Vanuatu. Of note in the MTR was the identification of the main risk identified for the final year which was stated as *“the Coordinator receiving little direction and supervision and thus making his own decisions about the work to be undertaken, and doing this in isolation from other agencies”*. This was to be mitigated against by formulating the PEG and NSC plus closer supervision from UNDP based on agreed timescales. The TE sadly cannot report positive progress on any of these matters despite the string recommendation made within the MTR.

In summary, UNDP Fiji noted (in the MTR – 2011) that the overall framework with the four components was non-negotiable. It was developed as an international framework which the different countries were required to fit in with. This framework was unrealistic as slow delivery throughout the

¹ The GoV recently (2009) commenced a major land reform initiative (Mama Graon project) aimed at improving decision making on land issues, improving land management procedures and practices, and minimising the potential for conflict over land. This follows activities that have strengthened the administration and operational systems in the Department of Lands with the e-Land Registry now near completion, thus complimentary to the SLM project.



region has showed. Despite this, the project design is still very relevant to Vanuatu and land-owners appear “hungry” for guidance on how to manage their land more productively and sustainability. The project has not yet had much impact, but it could have done so if a major focus was placed on workshops for farmers and production of information and awareness materials in the AWP for 2012.

3.2.5 Overview of Findings

Table 3.1 presents the rating of project formulation (per project outcome), using the criteria set by the ToR for the project.

Outcome	Project Formulation
1. Completion of CCD National Action Plan for combatting Land Degradation	<i>Highly satisfactory</i>
2. Mainstreaming of SLM	<i>Unsatisfactory</i>
3. Capacities developed for SLM	<i>Satisfactory</i>
4. Medium Term Investment Plan	<i>Satisfactory</i>

Table 3.1 Rating of Performance for Project Formulation

3.3 PROJECT IMPLEMENTATION

The main strategic question and sub-questions posed about Project Formulation are presented below:

Has the project been implemented in an effective, efficient and sustainable manner, consistent with the project design?

SUB-QUESTIONS

What have been the major challenges or issues in implementing the project? What are the main reasons for any delays?

Has annual work planning and budgeting been effective, and have disbursements been in line with annual budgets?

What changes in project strategy were required during project implementation and what adaptive



management measures undertaken? (basis for revised log-frames and responses to the MTR etc)

Have the project modalities for delivery of activities through government agencies, NGOs and consultants been effective and efficient? What are the key factors that affected project delivery?

How effective has project coordination and communication been within the project and with relevant stakeholders?

Have the project monitoring indicators been effective and feasible for reporting on progress?

3.3.1 Project Inception Phase

Despite the project being officially 3 years in length from the signing of the Projdoc (i.e.: from April 2008), the SLM National Coordinator and Project Assistant were not appointed until July 2008. It is not uncommon for MSPs to need 3 months to get started on activities because of the time needed for the initial transfer of funds, recruitment of key staff and administrative/logistical arrangements. UNDP Fiji surely must see this situation arising commonly around the region during the various project inception phases and the inevitability of having to go through the unnecessary extra work (needed to obtain an extension) must be reviewed at a UNDP level. The IC appreciates that it takes time for government to process/endorse contracts and that sometimes approval from public service commission can take time. This is most likely to be the case for the Vanuatu SLM project.

The IC also refers to a statement in the MTR that *“UNDP has responded that the start date is not negotiable”*. Whilst it is understood that the relevant rules are set by the GEF, the MTR continues to declare that *“this situation has been found by the consultants to be a problem during reviews of four GEF-funded projects, so our recommendation is that UNDP seek to negotiate a change with GEF”*. The IC re-emphasises the need for this situation to be undertaken by UNDP Fiji. It will be of interest to learn whether similar situations are found on other Pacific island SLM project Terminal Evaluations that are currently taking place.

The TE rating of “Project Implementation” is inevitably influenced by the success of the Inception Phase of the project. The MTR goes into some depth over the inadequacies of this phase, identifying details of how and why the Inception Workshop was delayed by 8 months and the sign off of the Inception Report was not concluded until April 2010. These points are not to be replicated in detail here, but it is clear that for the MTR author to use the word *“shambles”* to define it, then major inefficiencies from GoV, National Coordinator and UNDP Fiji all appeared to be prevalent at this time. Critical failures (impacting on project implementation) that were listed included:



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- Inception Workshop attendees excluded the Project Manager (Director of Lands) and staff from the Agriculture Department;
 - Logframe, work plan and risk assessment reviewed at the Workshop was for SLM Fiji.
 - First years Annual Work Plan (AWP) reviewed in December 2008 (8 months after start up).

In addition to the poor Inception Phase of the project, the IC believes that the delay in producing the 2009 AWP had major implications for the projects overall performance. This first AWP (to be annexed to the Inception Report) defines the initial programme and includes a review of performance indicators. Therefore, the Inception Report was critical to attain ownership and “buy-in” for the SLM project, as it ultimately represents the operating manual for the Project Executive Group (see below). Coupled with this, as SLM is being introduced as a new concept and term for Vanuatu, there should have been a concerted effort (during the Inception Phase) to define “What is SLM?” as a series of easy to understand brochures and media articles to better articulate its benefits and purpose at the outset of the project. This, however, was never undertaken. This is presented as a fundamental flaw in the SLM project design and thus influenced the implementation path for the project from then on. The IC would be interested to see whether similar SLM awareness opportunities were missed or “grasped” in other Pacific islands (see Sections 4.3 and 4.4 for Recommendations and Lessons Learnt).

Of note (and not picked up within the MTR) was the submission of an Inception “Workshop Evaluation Form” which was to be filled in by all workshop participants at the close of the 2 day event. No analysis of findings was presented on this within the MTR and no final statistics on this were found by the IC during the TE mission. This could have provided some useful statistics to help mould the recommended work plan for 2010/2011. No evidence of this is presented in the Inception Report which is a significant oversight by the National Coordinator.

3.3.2 Project Management and Organisation

Project Management Unit

The IC concurs with the statements made in the MTR that the Director of Lands (the project nominated “Project Manager”), at the Inception Phase, did not and has not performed duties as set out in the TOR. This is evident by the basic facts that he attended none of the initial Steering Committee meetings during 2008, apparently had a limited role in the appointment of the National Coordinator and appears not to have worked closely with him, especially at the crucial Inception Phase period. A 2009 QPR mentioned that “*he often does not know what is happening with the project*”. At the time of the MTR (June 2011), the Director of Lands was on “long” leave so the Acting Director was effectively being the Project Manager for the SLM project. Discussions during the TE confirm that the lack of direction, caused in part by the transiency and replacement of Directors at the DoL, was a major contributory factor influencing project progress.



National Project Coordinator

The Coordinator was appointed to the role in July 2008. He was recommended for the position from the now Acting Director (Russell Nari – DoL). This was because he had an appropriate background in the lands sector, being the Database Manager for the Department of Lands, was Secretariat to the Lands Steering Committee, and was involved in the 2006 Land Summit and worked on drafting the NAP with assistance from SPREP. The IC can confirm the drive and passion of the National Coordinator to “make a difference” for local communities. His drive and enthusiasm for instilling SLM as a mainstream topic within GoV is understandably less prominent when one considers the magnitude of that challenge (see National Steering Group comments below).

The position was not advertised, which the IC believes is not necessarily a pre-requisite requirement if the candidate is very strong for the position, however, there should have been a “fit for purpose” assessment of his skills, carried out during the initial phase of the project. This is because there is a limited pool of skilled people available in countries such as Vanuatu and it is often rare to be able to recruit a candidate matching all the requirements of a TOR. What is recommended in future is to ensure that any appointee is provided training (organised by UNDP through regional agencies/consultants but using project funding) on any weak areas of a candidates performance during a project. Should technical assistance be required to help take forward a project, then back-stopping (e.g. from SPREP, SPC, USP or FAO) should be sought or budgeted for within a contingency project “pot” purposely set aside within the project budget (see Sections 4.3 and 4.4 for Recommendations and Lessons Learnt). The IC notes that this project has not made any use of international consultants to help provide support/guidance for the project and to the National Coordinator (despite budget lines being present for this in the Projdoc and 30 estimated consultant weeks were allocated for technical assistant components amounting to US\$90,00)².

The MTR also focused on salary issues associated with the National Coordinator. This is not elaborated on here, however, these personal issues can have significant impacts on programme and performance if left to “fester” over time. The MTR recommended that UNDP clarified this situation. The IC has seen no evidence of this issue being resolved. This uncertainty may have influenced the National Coordinators decision to work on 2 other parallel projects to supplement wage costs, namely the Venezuela Fund and Lease Management. Whilst UNDP Fiji indicated that it was aware of this situation and was expecting that the SLM project would be the priority, there cannot be any quantified supporting evidence to ensure this is the case (i.e.: recorded weekly timesheets etc).

² The US\$90,000 needed to cover both the MTR and TE exercise, representing a combined total of circa US\$50,000



Project Assistant

The Project Assistant role was not listed in the Projdoc and so no TOR for this position was reviewed during the ToR. An Assistant, paid by the project, can prove to be highly cost effective for a project, particularly if the skill set (missing from the National Coordinator) is filled by this support role. Rebecca Bull was Project Assistant for 1 year. When she left in July 2011, there was minimal effort to replace her. It is understood by the IC that the National Coordinator attempted to get his wife employed as the Project Assistant. When this was rejected, no further efforts were made to procure such a person.

National Steering Community and Project Executive Group

Project lacked overall direction and the National Coordinator was left to determine its direction and make key decisions largely by himself. This is largely because the Project Executive Group (PEG) and the National Steering Committee (NSC) were either not established or failed to function. The informality of the NSC certainly influenced the quality and impact of most project outputs and outcomes (with the exclusion of Outcome 1 – NAP production). The NSC needed to be more robust and designed on a more formal footing, perhaps being set key performance indicators (KPI) to better demonstrate and audit its effective delivery. The IC has seen no evidence (through discussions or through any meeting notes/reports) to suggest that the NSC was anything more than a “talking shop” with minimal robust guidance provided to the National Coordinator on important strategic SLM project decisions or directions that needed to be adopted.

It was determined in the Projdoc that the NSC for the project would be the Lands Steering Committee (LSC), an established group representing Government Departments, NGO’s and the private sector. The LSC would play specific functions for the SLM project in addition to its other work (as standard for a UNDP-GEF project), including meeting quarterly to provide guidance and advice to the National Coordinator, review progress, endorse reports to UNDP, etc. It, however, failed to deliver on these functions. The MTR identified that the LSC met six times between July 2008 and July 2010 (based on results of an internal audit report) and the minutes of three meetings have been provided (27/2/09, 13/3/09, and 27/3/09). The LSC was then disbanded to be replaced by the National Lands Governance Committee (a high level committee overseeing the whole land sector).

The PEG never was set up. It was intended to consist of UNDP, Directors of the Departments of Lands and Finance, Head of the Environment Department and one nominated civil society representative. It was to be responsible for making executive management decisions for the project, when recommended by the Project Manager following consultation with the Project Advisory Group (which likewise was never established). The consequence of this is that project decision-making has been largely ad-hoc with much of the onus placed on the Project Coordinator to push the project forward, though without clear lines of support.



UNDP does not appear to have reacted decisively when informed of these problems early on. Changes in the key Government personnel behind the project were another key issue that eroded the robustness of any GoV/UNDP project management team approach. Discussion with the new UNDP Program Officer (stationed in Vanuatu since July 2011) outlined that despite initial strong efforts in the 3rd quarter of 2011 to set this up, the formality of the PEG was never established effectively. Donald Wouloseje, now stationed in Vanuatu, attempted to revive the NSC in a direct response to the recommendations set out in the MTR. Formal letters were sent to key partner agencies to better engage them in the process. A specific workshop was arranged under the leadership of Albert Williams in Sept 2011 to re-ignite the NSC. Whilst there is evidence of 3 other meetings since that time, one cannot conclude that the existence of the NSC made any difference to the visibility of the project, nor on the improved programming of outputs. Minutes of meetings held during the latter half of 2011 and into 2012 have not been reviewed by the IC at the time of writing. Appendix I identifies progress on the recommendation to re-establish a PEG for the remainder of the project

3.3.3 Project Reporting modalities and efficiencies

Project technical reports appears to have been very variable, ad hoc and of questionable tangible use. Training of National Coordinators on project reporting standards had not happened in Vanuatu. Such training for other SLM projects may (or may not) have been initiated by UNDP Fiji for any other SLM project around the Pacific (IC has not evaluated this issue in any detail). Despite this, it is understood that the National Coordinator failed to accept the formal standard reporting format for the project and adhered to his own format. This approach could have helped produced a simple “Lessons Learnt” report format at the end of the project. As a result, Project Quarterly Report quality has been variable throughout the duration of the project. Reports reviewed during the TE mission were:

- Fourth quarter Narrative Report from 1 Oct 2008 to 31 Dec 2008 (first progress report);
- First quarter Progressive Report from 2 Jan 2009 to 31 March 2009 (second progress report);
- Second quarter Narrative Report from 1 April 2009 to 30 June (third progress report);
- Third quarter Narrative Report from 1 July 2010 to 30 Sept 2010 (fourth progress report);
- Fourth quarter Narrative Report from 1 Oct 2010 to 31 Dec 2010 (fifth progress report);
- First quarter Progressive Report from 2 Jan 2011 to 31 March 2011 (sixth progress report);
- Third quarter Narrative Report from 1 July 2011 to 30 Sept 2011 (seventh progress report);

Whilst basic information was provided within these quarterly reports, there was no clear Monitoring and Evaluation Plan prepared to help project staff demonstrate progress against project programme.



Likewise, the reports failed to initiate a system for tracking and measuring capacity development outcomes on SLM (i.e.: how many people had been “trained” or exposed to a SLM workshop event etc). Apparently UNDP did provide a reporting format during CEDAR training in 2008/09.

Appendix E lists a series of reports produced by the National Coordinator. These include outcomes of site visits to more informative technical documents on issues such as customary rights to reviews on land degradation assessments and GIS standards for GoV. The IC believes it is unlikely that the messages of these reports were outreached to policy decision makers in Vanuatu in any effective or coherent strategic way. The SLM experience in Vanuatu demonstrates the importance of all technical and management reports being able to both communicate and have a clear purpose. Sadly, this does not come across within the reports reviewed by the IC.

3.3.4 Administration, Budgeting and disbursements

Table 3.2 records the annual income, budgets and expenditures plus any comments on detailed expenditure in that year *(NB: figures, where possible, are derived from the UNDP combined delivery reports for each year for the Vanuatu SLM project and were sourced from project coordination unit).*



YEAR	PROJECT EXPENDITURE (VT) AND US\$	COMMENTS
2007	2,182,165 (23,914 US\$)	2,181,165VT used on "consultant fees"
2008	4,123,126 (45,185 US\$)	458,480VT used on "office equipment"
2009	16,006,399 (175,413 US\$)	Income includes 6,648,164VT from Venezuela Fund. 2926902VT used on "consultants" and 3,411,986VT used on "incidentals"; 2,677,308VT used on "local workshops"
2010	14,145,626 (155,021 US\$)	Income includes VAT refund of 6,891VT; 3,220,544VT used on "incidentals"; 3,611,596VT used on "local workshops"
2011	9,199,865 (100,820 US\$)	Income includes VAT refund of 370,094VT; 2,356,495VT used on "printing – communications"
2012	577,455 (6,328 US\$)	Delay in forwarding FACE forms.
Total	46,214,636 (506,462 US\$)	

Table 3.2 NB: 7,235,714VT has been spent on "local workshops amounting to about 16% of the project total expenditure. 3,282,312VT was spent on the use of consultants amounting to about 7% of the project total expenditure. 13,330,981 was spent on permanent wages amounting to 29% of the project total. Figures were sourced from project coordination unit.



In general, the project appears to have been well administered by the Project Assistant when she was in position (June 2009 to July 2011). Before and after this time (i.e.: since July 2011), standards of administration and accounting significantly diminished. As stated earlier, this is due to limited induction (of the National Coordinator) to FACE form financial management at the outset. Some issues were addressed in the Inception Workshop but no detailed training was provided till mid-2009. Since that training event, changes were made to the FACE form which created some delays, but UNDP has advised that further training was then provided on this. In general, accounting quality appeared to deteriorate upon departure of the Project Assistant in July 2011.

There appears to have been no financial auditing from the GoV Project Manager to assist and guide the National Coordinator on what cut backs etc. should be made. Firstly, a fair amount of funds were spent on travel (flights and travelling allowances) particularly by the National Coordinator and other Port Vila based staff to COP events in Bali, South Korea, Solomon Islands and Brazil. A preliminary analysis suggests that VT812,700 (US\$8,930) was spent on airfares for the Coordinator and that the different projects contributed the following %'s to this (i.e.: SLM 65%, Lease Management 13%, Venezuela Fund 22%). In addition to these conference and training events, flight costs were needed for domestic travel within Vanuatu. While it is recognised that travel to four outer islands was an essential part of the project and travel within Vanuatu is expensive, the project was designed for much of the implementation work to be carried out by other agencies e.g. Agriculture Department and NGO's who typically have staff based on the outer islands. Had this happened, through the strong management and guidance of the NSC, travel costs could have been reduced.

The project appears to have suffered considerably (as evidence from the quarterly reports) from payment delays from UNDP Fiji, particularly towards the end of 2011 and into 2012. In addition, there is some evidence of financial challenges regarding the access of some funds from the Department of Lands and Ministry of Finance (*pers comm* National Coordinator). The challenges associated with payment releases from UNDP appear to be for the following reasons. An advance of USD \$65,245.36 had been released on 17/08/2011 according to a request that was undertaken by the National Coordinator. The Payment Voucher showing this was seen by the IC for confirmation during the TE. The National Coordinator had submitted Q3 FACE form providing and expenditure of \$32,463.23. He was requested (from UNDP Fiji) to confirm those expenditures and if all correct and project appropriate, then monies shall then be released so long that the expenses can be clearly reconciled for the months of July – September 2011. At the time of writing, the IC can confirm that local accountant support was being used, by the SLM team, to help reconcile these expenses with the Ministry of Finance. Once complete, the necessary FACE forms shall be prepared. This exercise should have been undertaken much earlier in the year by the National Coordinator (possibly with the help of a Project Assistant. This option, however, was not taken forward by the National Coordinator.



It is understood by the IC that UNDP Fiji, later informed the National Coordinator that the reporting was incorrectly done and as such, he was requested to carry out the reconciliation so that the balance in the acquittals matches the closing balance identified by the Ministry of Finance. UNDP Fiji had apparently been following up this reconciliation since October 2011 so that they could record the expenditures and subsequently release the advance. Unfortunately, no reconciliation was undertaken and submitted to UNDP Fiji. As a result, the SLM project progress has suffered as UNDP Fiji was unable to record the acquittals and thus send over the funds. In April 2012, the Project Director had outsourced to have the reconciliations finalized however, at the time of the TE mission in May 2012, these reconciliations still have not been completed.

The exact point of responsibility for this important exercise cannot be determined accurately, but the IC suggests that the National Coordinator was partly at fault for not requesting support and help in compiling the necessary accounts in the format and detail required. The quality of his financial accounting work throughout the project is defined as poor, however, each coordinator possesses skills and weaknesses and his overall performance should not be maligned as a result of this. Not many technical coordinators make good accountants!. Blame should also be apportioned on UNDP Fiji (at the outset of the project) for not providing the necessary face form training for the National Coordinator (*however, 4 years into the project, the IC assumes that a degree of "on the job" training should have been learnt on how to produce appropriate content for FACE forms*). All remaining funds on the project are now being targeted towards completing the Integrated Finance System report (IFS).

Co-financing expected

The Projdoc (Request for GEF funding) lists "bilateral" co-financing of US\$165,200. The GoV's co-financing as "in-kind" support was identified as totalling US\$426,000 and a letter to this effect was included in the Projdoc. The letter provides no detail of the support expected and the Departments or other agencies it was to come from so it is hard to evaluate. Clearly the GoV supplied significant resources, particularly staff involvement, offices, vehicles, financial and administrative support, and time from staff at many levels.

A perhaps more key issue to note as part of this TE is that there seems to be a significant oversight with regards to the US\$90,000 promised by NZAID and unpaid. The IC has interrogated this (see Appendix G for details) and it appears that no budget has been released for the project. The IC is trying to establish reasons for this at the time of writing.

3.3.5 Adaptive management and UNDP role

The primary adaptive action of the NSC was to re-adjust the project strategy in light of any slow progress and lost time during the first year of the project. As stated earlier, this has never materialised due to the weak set up of the NSC. Even after the scathing assessment of the NSC as reported in the



MTR, one may have thought that additional assistance and guidance could have been provided by UNDP Fiji. However, the UNDP Fiji SLM Focal Point has still not visited Vanuatu purposely to discuss progress or provide advice on the SLM project. It was seen as a real opportunity (following the MTR) for such a mission to be planned to help initiate some adaptive management based on the MTR findings and to get UNDP Fiji better engaged with the project. Sadly, this failed to ever materialise.

3.3.6 Monitoring and reporting

It was unfortunate that the first detailed review of this project (MTR) took place after over 3 years of activity and with less than a year till completion to tangibly rectify any failings. It is noted that the MTR was not a requirement as stated in the Projdoc and instead was initiated because of implementation delays and the Government’s request for a 1-year extension to the project. The IC feels that delays and concerns were evident quite early on and it would have been better if this review had occurred at the official mid-term mark (i.e.: October 2009) so there could have been a longer period to address issues and re-focus the work on priority targets.

In July 2010, the Corporate Services Unit (CSU) of the DoL undertook an audit of the SLM project that used their own toolkit specifically to monitor and audit performance of projects funded by donor agencies including those funded by the Vanuatu Government. The primary purpose of the performance audit is to assess their contribution towards achieving government established priorities such as LSF, PAA, PLAS and COM decision papers. The auditing activity of SLM started from May to June 2010. This performance audit was for the period starting 2008 to 2010 and auditing sites were undertaken for Tanna and Pentecost communities only.

3.3.7 Overview of Findings

Table 3.3 presents the rating of project formulation (per project outcome), using the criteria set by the ToR for the project.

Outcome	Project Implementation
1. Completion of CCD National Action Plan for combatting Land Degradation	<i>Satisfactory</i>
2. Mainstreaming of SLM	<i>Moderately unsatisfactory</i>
3. Capacities developed for SLM	<i>Unsatisfactory</i>
4. Medium Term Investment Plan	<i>Unsatisfactory</i>

Table 3.3 Rating of Performance for Project Implementation



3.4 PROJECT RESULTS

The main strategic question and sub-questions posed about Project Formulation are presented below:

Has the project achieved its objectives and contributed toward global and national biodiversity conservation and sustainable land management goals?

SUB QUESTIONS
<i>What are the most important or significant achievements of the project to date in relation to the original or amended project results framework?</i>
<i>What expected results have not been achieved or are not fully satisfactory?</i>
<i>What follow-up assessment of training program results has been undertaken? What gaps remain in staff capacity development?</i>
<i>What changes in institutional capacity could be attributed to the project?</i>
<i>Has the project had any unanticipated positive or negative results?</i>
<i>How likely is it that the main results – capacity building, etc., can be sustained? What will be the effects of project closure? What preparations are being made for closure?</i>
<i>What are the key lessons for future projects that have been learned during the implementation of the project?</i>

3.4.1 **Outcome 1 – Completion of CCD National Action Plan for combatting Land Degradation**

The following were outputs achieved:

- **Output 1.1** Gender Needs Assessment for SLM. An AusAid consultant from PNG produced this exercise (using some of the allocated AusAid co-financing contributions for the project). The work was achieved but no copy was available to view during the TE in the National Coordinators office.
- **Output 1.2** Elaboration of NAP by National Team - Draft NAP (including draft National SLM Policy) prepared by national team (using gender analysis, country analysis, problem analysis) and validated with input from relevant stakeholders.



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- **Output 1.3** Formal adoption of NAP by Government. 100 copies of the report were published and circulated to all Departments and Ministries (in 2009) and also placed on the UNCCD website (although upon inspection, the TE could not find it uploaded). Copies are in the three languages of English, French and Bislama. Discussions on the NAP were held on a national radio talk back show.

3.4.2 Outcome 2 – Mainstreaming of SLM

For this Outcome, there is evidence of some activity but sadly, the whole issue of mainstreaming appears to have been not achieved any of its objectives in any way. One of the major shortcomings of the project is a lack of integration between the various sectors of relevance. For example, the newly revised National Forestry Policy (2011-202) report (produced by the Dept of Forestry and with key contributions from the SLM National Project Manager) does not specifically mention SLM. Instead it majors on the delivery of Sustainable Forestry Management. Whilst this is not a huge omission, in terms of the “visibility” of the UNDP SLM project, this is a major oversight as, yet again, the message of SLM is lost when the opportunity arises (through a national policy document such as this) to really launch one key heading (i.e.: Sustainable Land Management).

As it stands, Vanuatu continues to present itself as sectorally run, with only half-hearted attempts to demonstrate mainstreaming and integration amongst the sectors. On this issue, the IC met with the Director of Tourism, to discuss how SLM is being considered in tourism policies for the future. No direct link is being made, surprisingly even when the topic of agro-tourism was raised as a future “niche” market area. It is concluded that the lack of a specific task (within the Projdoc) to identify methods to improve sectoral integration was a major omission in the project.

The project was designed to operate at all possible levels from Government to individual farmers and achieve benefits across the whole country. Its logical framework (reviewed in Section 4.5.1) contains a list of very demanding indicators many of which we found unrealistic. Delivery on mainstreaming has been slow in Vanuatu for multiple reasons, though the National Coordinator deserves credit for attempting to deliver all aspects as programmed. For example (and as identified in the Project Formulation section), interpreting the term “mainstreaming” has been difficult in Vanuatu. A meeting was held with Treasury, PSC and DoL in 2009 to define what would be achievable. More recently, an attempt to link this to the Vanuatu Priority Action Agenda (VPAA) and the PLAS has been made however, no apparent tangible work on this target has been undertaken. Bethuel Solomon (Department of Economic and Sector Planning (DESP) was identified by the National Coordinator to take this forward, but no evidence of this has been displayed to the IC. All efforts to integrate SLM principles into sector development plans appear not to have worked well. National Forestry Policy (as an example) fails to even mention SLM within it.



A Consultant was attempted to be engaged to clarify process to ensure SLM principles incorporated in VPAA planning process. The lack of funds meant that this consultant role could not be undertaken (meant to be at least 4 weeks work). The Projdoc clearly includes budget lines for consultants and so it is seen to be down to poor financial management that this consultancy exercise could not be undertaken. No concrete evidence but there has been ad hoc collaborations on sustainable forestry and agriculture. Some positive achievements (though in part not the result of SLM actions) include the link with Mama Graon on the 20 resolutions of the Land Summit which has given priority in Good Governance under the Sustainable Development and Land ownership themes. Linked to this, DoL are undertaking work on Kastom Land Policy review of laws as part of the Mama Graon project. This includes producing new customary land maps. The list of laws to be reviewed this year (2012) with support of the Ministry of Lands and Mama Graon program are listed below:

Acts being Reviewed under the Mama Graon Project	
Land Reform Act (cap 123), Land Leases Act (cap 163),	Rating Valuation (cap 93)
Strata Titles Act,	Foreshore Development Act,
Land Acquisition Act,	Land Tribunal Act,
Alienated Land Act (cap 175),	Physical Planning Act,
Definition of Land Boundary (cap 14)	Trespass Act (cap 15),
Fencing (cap 13)	Mines and Minerals Act,
Land Survey Act	EMC Act,
Valuation Act (no.22 of 2002),	Public Roads Act,
Maritime Act,	Ports Act,
Preservations of sites Act,	Public Health Act

In addition to the points raised above, other positive “mainstreaming” attempted activities included:



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- Review of EMC Act;
 - Land Use Planning Guide lines produced;
 - Ag sustainable Farming techniques expanded;
 - GEF SGP project on Ambae (soil erosion control for accessible gardens);
 - Farm Support Association set up to improve yield increase and food security.
 - Emau meeting was held in 2012 to discuss harmonization of all environmental projects.
 - Submission of SEA policy paper for council decision to establish SEA office in the DEPAC
 - An EIA Training Workshop was carried out for 12 participants (all Govt Officers) under SPREP and Otago University for NGO and govt officials (2010).

Linking SLM with strategic environmental assessment (SEA) is a positive recommendation to assist mainstream SLM although not taken forward during 2011/2012. The National Coordinator did prepare an assessment of environmental procedures for review though nothing was followed up on this matter. The overall finding, nevertheless, is that the above tasks cannot be honestly seen to help mainstream SLM at the GoV level in the short term. An improved policy streamlining exercise is needed, that reviews existing sector indicators and seeks to integrate common principles between them. Cross Sector Working Groups are put forward as a key recommendation here (see Sections 4.3 and 4.4 for Recommendations and Lessons Learnt).

3.4.3 Outcome 3 - Capacities developed for SLM

For this Outcome, there has been activity, but there is limited evidence to suggest that it has achieved its ultimate objective. At the local level, it has proven a huge task to deliver training to a number of large audiences in a way that may lead to a change in behaviour. Despite this, about 7 villages on north Pentecost plus many more on Malo are using SLM practices now as a result of specific capacity building exercises. In addition, a policy has been drafted to assist the chiefs in SLM plus there was preparation of a Tanna Tribal Land boundaries initiative.

Meetings have been held with VANGO to better engage NGOS into the SLM project where possible. It is uncertain whether better synergies between VANGO and GoV have been made as a result of this project to help build capacity on SLM issues. Key NGOs involved include “Live and Learn” and those associated with the GEF Small Grants Project on Ambae.

Since July 2011, however, there has been minimal (if any progress) to better engage the local communities, or even to raise the awareness of the SLM project within Govt. The main reasons given



for this (by the National Coordinator) have been linked to the lack of financial disbursement from UNDP Fiji to the project. For this reason, any effort to produce awareness raising materials has not taken place. Another reason appears to be the lack of coordination or desire to take forward the project message from the DoL, Dept of Forestry or Dept of Agriculture (or for them to improve their capacity to take forward SLM for Vanuatu. Efforts to improve outreach via the media (e.g.: Television Blong Vanuatu and Vanuatu Broadcasting Television Corporation– VBTC) were only actively pursued through the National Coordinators personal efforts (during the NAP production phase). This is a pity as this could have proven a very cost effective approach to widening the awareness of SLM within GoV and at the local level.

Due to lack of leadership and vision from the NSC, the National Coordinator has not been able to have the authority to spend any available budget on awareness materials at the end of the project. The implication of this is that the project legacy will be minor. Consequently, the SLM project has not been able to address all adaptive management issues, nor has it been able to encompass SLM aspects associated with adaptive management on coastal lands (except for the Review of the Foreshore Act under Outcome 3.1).

3.4.4 Outcome 4 - Medium Term Investment Plan

This Outcome has not been completed and only recent efforts (since March 2012) have saved this component from not having any attention at all. This is unacceptable for a 3 years (extended to a 4 year) project. The National Coordinator has, however, attended the Regional Workshop for Pacific Islands, held in Nadi, Fiji in July 2009), on “Designing Integrated Financing Strategies for Sustainable Land Management”. The purpose of the Workshop was to provide participants with the knowledge, skills and basic tools that will enable countries to design and implement the NAPS and IFS to support SLM implementation.

A Practical Guide to Designing IFS for Combating Desertification was discussed at the event and passed (as a copy) to the National Coordinator for future reference. At the time of writing this TE, no draft IFS report was able to be viewed as this was targeted to be produced during June 2012 (after completion of this TE Report).

An interesting parallel story arose regarding the delayed payments to a support contractor (Joseph) who was employed to assist the National Coordinator to collect data for the Medium Term Investment Plan (also known as the IFS). His contract was for 4 months starting in Feb 2012. As of April 2012, he had not been paid by UNDP Fiji (exact contract not seen by the IC) however, he has recently been paid through an emergency project reallocation undertaken by the GoV (otherwise legal proceedings were being brought onto GoV.). The IC has also learnt that the Ministry of Finance declared that there is a strong possibility that the DoL could be declared “bankrupt” from July 2012.



This is obviously a major concern to the country and seriously jeopardises the long term continuity and sustainability of SLM (along with what capacity may have been developed during the 4 years of the project. Serious concerns relating to knowledge “drain” is likely to result.

In summary, this Outcome had only started towards mid 2012 upon the urgent request of the National Project Manager. The TE has not been able to see any evidence of progress on this or the IFS which complement it. It is hoped that Outcome 4 (Medium-Term Investment Plan) can be used to identify avenues for further work and future sustainability. The lack of funds even meant that a US\$200 roll of chicken wire, that could have been highly effective at Malo, could not be purchased

3.4.5 Progress toward the development objective

The project’s goal was *“To contribute to mitigation of land degradation in particular through capacity development and mainstreaming of sustainable land management in Vanuatu”*. This encompasses two major challenges: capacity building and mainstreaming. “Capacity building” is very difficult to achieve over a short-time and requires well-directed delivery and re-enforcement of training and information transfer. “Mainstreaming” of environmental issues is a major challenge in developed countries and even more so in developing countries which are trying to develop their economies and raise the living standards of their people. Finally, “sustainable land management” is not a simple concept but involves the application of a whole range of techniques depending on the specifics of different situations.

Some posters, pamphlets and brochures have been produced as part of the SLM project to help disseminate the project message to broader stakeholder groups (see Plate 3.1). These were essentially produced for the Penama Yam Festival in July 2011. It is uncertain whether copies of these were forwarded to UNDP Fiji (as recommended in the MTR) so their contents can be assessed and any necessary improvements incorporated in further material to be produced during 2012. The IC believes these were only used at organised training events throughout the project and not used to increase knowledge awareness amongst other sector Ministries. The lack of budget lines for “SLM Awareness” programmes is most likely the reason for this. The content of the pamphlets (all in Bislama), whilst basic, is informative on issues such as yam planting and growing.





Plate 3.1 – Examples of publicity brochures and posters

The Northern Working Group was only ever set up on an ad hoc basis. It was never formally arranged. Since July 2011, the National Coordinator has only ever visited the project demonstration sites in Santo and Pentecost once (due to budget issues). That visit was to take down the UNDP project sign at Vilvil village. Of note is that the National Coordinator engaged (via a non-contracted arrangement) an agricultural support expert (Jefry Laugha) to help undertake a sustainable farming system initial issues analysis fact finding exercise to help with the design of a Northern Working Group. Upon provision of all monies up front, the individual never delivered the end product, feigning illness and was “struck off” as sick, failing to deliver any output. A clear lesson of poor contractual management was shown here by the National Coordinator. It is uncertain whether UNDP Fiji was ever made aware of this matter.

No further work has been committed to Vilvil village due to the lack of focus and commitment provided by the Chief and community. However the inherent reason why there was poor engagement of the Vilvil community was due to a lack of clarity of the project purpose. Greater time was needed in the community to convince them of the benefits that SLM can provide over time. The short term gain approach was only seen by certain members of the community and the Chief. In Malo, effort was kept to a few key agricultural research assistants and so became manageable. Also the “bottom up” approach adopted here certainly made the outcomes of the demonstration project more successful. The strategy to adopt a more “streamlined” approach to managing the demonstration site came as a direct consequence of the failures at Vilvil. Another influencing reason for poor performance at Vilvil was that minimal consultation was carried out with the Provincial Government to communicate the purpose of SLM with them.

3.4.6 GEF and UNDP Programme Achievements

The current GEF Land Degradation focal area Objectives are to “a) maintain or improve flows of agro-ecosystem services to sustain the livelihoods of local communities; b) generate sustainable flows of forest ecosystem services in arid, semi-arid and sub-humid zones, including sustaining livelihoods of forest-dependent people; c) reduce pressures on natural resources from competing land uses in the wider landscape; and d) increase capacity to apply adaptive management tools in SLM. The Vanuatu SLM project, as identified in the “Vanuatu Country Programme Action Plan for 2008 to 2012” (which was formulated and agreed to by both the Government of Vanuatu and UNDP in 2008), has contributed in a preliminary way and small scale toward all of these objectives. This document outlines the responsibilities of both parties that are to be fulfilled in a spirit of friendly cooperation in regards to the projects that UNDP has scheduled to undertake during this period of time.

3.4.7 Observations on Special Cross-Cutting Issues

Poverty Alleviation



The project was not designed to address poverty alleviation directly, although conceptually it is very much expected to contribute to poverty alleviation as a result of focus on sustainable management of land, which is the most critical development asset in Vanuatu's rural areas where majority of the country's poor live. The SLM project has therefore supported a study on the linkages between sustainable land management and poverty. The study provides an analysis of factors affecting, or contributing to, adoption of SLM practices by the poor households and offers recommendations to address constraints of the poor households to adopt SLM.

Promotion of Gender Equity

There were no specific project interventions aimed at promoting gender equity as part of this SLM project in Vanuatu. Demonstration site project interventions were carried out on an all-inclusive basis making no distinction between the genders, thus making gender equity indiscernible. There is no direct evidence of the project team (or National Coordinator) actively promoting the messages from the UNDP-GEF Gender Mainstreaming Series of documents, specifically entitled "Mother Earth – Women and Sustainable Land Management" (2007). This is a useful guidance pamphlet that may (or perhaps should) have been used more effectively throughout the SLM project, particularly during the Project Formulation phase. Despite this, there are some interesting (intentional or unintentional) positive results coming out of the project on gender issues.

In Lagatavu (North Pentecost), and also on Malo Island (Espiritu Santo), perhaps the most encouraging outcome of the two demonstration project sites is the inclusiveness of the whole family unit when undertaking new cropping and sustainable land clearance practices. Culturally, the traditional "father to son" communication pathway of "how to manage the land" is slowly changing. Women are practicing (on Malo and at Lagatavu) SLM principles, which are being respected and adhered to by the husbands and elders of villages. The children are also experiencing both mother and father, in the field, planting yams in a more sustainable way as opposed to the traditional "slash and burn" techniques of old.

The Pentecost Yam Festival (July 2011) was another significant highlight event, whereby the National Coordinator encouraged women to talk about the new techniques they are being taught. This is often a "landmark" change in many villages. Women's "voices" are being heard and applauded within the community when they passionately talk about the new ways of land management. This, if nothing else, this awareness and communication of best practice, but the women of the community represents a significant project outcome, regardless of how small it may sound. Within future generations, the message of SLM raised by Yam Festivals in 2011, may have resulted in sustainable land management being the "norm" in Vanuatu. The project also began some work on the training development of gender analysis tools in collaboration with the AusAid funded Land Reform Project (no details provided).



An additional gender related issue was with regard to the 2012 Yam Festival in Pentecost. Despite the end of the SLM project in June 2012, the National Coordinator had made positive efforts to generate some continuity on this important event. He had informed the community that a similar “high profile” festival (with music and dance, and prizes) was not possible, but encouraged the community, through the women of the community to set up a low key event. It is hoped that the “legacy” of the SLM project shall continue, despite the lack of funds to “kick start” the process again.

3.4.8 Overview of Findings

Table 3.4 presents the rating of project formulation (per project outcome), using the criteria set by the ToR for the project.

Outcome	Project Results
1. Completion of CCD National Action Plan for combatting Land Degradation	<i>Satisfactory</i>
2. Mainstreaming of SLM	<i>Unsatisfactory</i>
3. Capacities developed for SLM	<i>Moderately unsatisfactory</i>
4. Medium Term Investment Plan	<i>Highly unsatisfactory</i>

Table 3.4 Rating of Performance for Project Results



4 Conclusions, Recommendations and Lessons Learnt

4.1 CONCLUSIONS

4.1.1 Project design clarity and expectations

The SLM project for Vanuatu was a three year (extended to a fourth year) medium-size GEF project with the aim of strengthening the enabling environment for SLM, completing the NAP for UNCDD, developing capacity for SLM and mainstreaming of SLM into policies and planning. Sadly, the fifteen planned outputs have had variable success in being delivered. The project design clarity presented major implementation challenges, some of which were beyond the capabilities of the initial project team (i.e.: mainstreaming SLM into sectors within Vanuatu). The project expectations, whilst starting high, gradually eroded away as the “visibility” of the project diminished due to a lack of presence (both on the ground and within GoV discussions – overtaken by Mama Graon project).

The project succeeded in undertaking an array of mostly small-scale local interventions, including training and promotional activities. These, however, were completed without a clear sense of the overall end intention to “mainstream” SLM and improve capacity development. While the project has provided some important data analyses, guidelines, legislative drafts and proposals, many of the proposed field level demonstration and piloting outputs and systemic effects on SLM practices were not achieved as originally planned due to project capacity, management and time constraints and unrealistic expectations and assumptions in the project design. Following the pointed criticism presented on this matter within the MTR, the AWP (2012) was eventually produced and accepted by UNDP Fiji as part of the Vanuatu Country Program Action Plan (in February 2012) which did reduce the expected results in an attempt to provide greater focus. No time or even enthusiasm appears to have been left in the remaining 4 months after the signed AWP to make a change.

The project design needed far more consultation at the outset with more transparency made evident on the decisions made. Adhering to “top down” international SLM project designs is acceptable only if appropriate budgets are allocated for the local realignment of the project design into years 2 and 3. The SLM project in Vanuatu has attempted to be strategic, but it has fundamentally failed to implement the challenges associated with Kastom land ownership issues. The implication of this is that SLM is currently way short of effectively being mainstreamed into GoV strategic policy decision



making. Any future SLM initiative needs to ensure it is simple (in terms of what its intended outcomes are) and “Vanuatu proof” if it is ever to prove effective in the next few years.

4.1.2 Project achievements and performance

The project has made some contribution toward initiating the discussion and program activities for SLM in Vanuatu, however, its legacy (within the country) is concluded to be weak. The NAP and (eventually) the IFS will assist GEF and donors in the development of future programs to address SLM and thereby offer a useful function. But the potential to sustain and expand SLM project results will depend upon establishing a distinct and effective home for SLM advocacy, the necessary resources for programs within DoL, and the ability (including sharing resources) to work with other ministries, and civil society to advance SLM. At the completion of the SLM project in Vanuatu, it is uncertain whether sufficient momentum and commitment are in place along with required mechanisms and government staff incentives to sustain and utilize the SLM project outputs. Factors that appear to have affected performance can be summarised as follows:

- Start-up problems and mobilisation issues in 2008;
- Poor National Steering Committee commitment;
- Instability caused by DoL Director “vacuum”;
- Political engagement and willingness to follow SLM procedures set up;
- Capacity of good staff in each Ministry and UNDP Fiji to devote time to SLM issues;
- Project component design and expectation management;
- Lack of guidance for the National Project Coordinator;
- DoL staff capacity and expectations on National Coordinator to make project decisions;
- Limited use of international consultant deployment (despite budgets being available).

The message from this list is that management performance of the NSC has been poor throughout the project. This is seen as one of the main reasons for the ratings of project performance being not positive (i.e.: “unsatisfactory” ratings used). Whilst the strategy of selecting the DoL to be the Implementing Partner may have been appropriate, their inability to instil confidence, trust and exuberance for the SLM project to other key government departments in Vanuatu inevitably has resulted in a low project impact. The individual performance of the National Coordinator, however, has to be commented on as being admirable, despite specific issues being focused on in the MTR. This is because the project achievement facts spell out the following:



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- Over 500 people have been exposed to SLM training and workshop related events;
 - NAP (gender needs assessment) was completed. Awareness of it raised through the radio media;
 - Gender Needs Assessment was completed using AUSAID funds;
 - Mama Graon on Kastom Land Policy documentation produced;
 - Review of EMC Act undertaken and updated plus National Forestry Policy Reviewed (2011);
 - Land Use Planning Guide lines produced;
 - Agriculture and sustainable farming techniques expanded;
 - GEF SGP project successfully undertaken on Ambae;
 - Nursery development expanded by Department of Forestry;
 - Successful Yam Festival events held in Malo and Pentecost resulting in communities changing their land management ways!

Determining the benefits of whether the National Coordinator purposely set up a Demonstration Project in his home village has to be judged against the success or failure of the project. On one hand, it may appear a little underhand to select a location, close to the home of the National Coordinator, so that benefits may be generated to it using GEF funds. However, without the guidance of an effective NSC, the Coordinator has had to make quick and decisive decisions to make sure that at least something positive came out of the UNDP investment for this project. Therefore, the IC believes that the Coordinator should be applauded for taking the initiative and using locations where he could at least guarantee a degree of success. Without transparent evaluation and selection techniques adopted at the Inception Workshop stage to help select appropriate demonstration sites, it is argued that the Coordinator was in every right to select a location that could demonstrate some positive successes. The absence of a National Project Director (within DoL) for a key period in Year 1 (circa six months) especially slowed progress. This instability in the project organization (lack of an effective NSC) and resulting implementation “Working Groups” (e.g.: the proposed Northern Working Group) process is a major factor in the reduced achievements of the project.

In conclusion, the IC believes that any noticeable and tangible success stories, that are directly attributable to the SLM project, will take at least another generation to materialise. Vanuatu needs to demonstrate a willingness to change. It needs to embrace 21st century land management techniques alongside maintaining custom and tradition. Economically, it also needs to help sustain and develop home grown foodstuffs but strategically reducing tariffs on imported goods (e.g.: rice).



4.1.3 Technical Capacity and Training Needs to Deliver SLM

Given where Vanuatu stands in SLM, there is actually very good technical capacity to deliver its principles, however, the IC suggests that the failure appears to occur at the political level where technical recommendations and good information, being produced at the local level, is often ignored or has no direct “route” to helping inform future policy decision making. In addition, whilst there appears to be the human resource “enabling environment” for public sector workers to advance, there does appear to be a social engrained “apathy” for Vanuatu public sector workers to develop themselves. The over reliance on donor funds appears to have negatively impacted on developing individual capacity amongst nationals. Celebrating the importance of continued personal development and improved academic knowledge/research, and how this informs future land use strategies, is not being nurtured. Links to regional academic organisations such as University of South Pacific (USP) and their work on SLM have never appeared to be a priority in Vanuatu.

The level of local training (carried out by the National Coordinator on Santo, Tanna, Gaua and Pentecost during 2009 to 2011) appears to have been very advantageous and useful. Clear life changing approaches to managing the land appear to be working (see Appendix D). What seems to have failed is the lack of focus on training SLM principles to a range of government sectors (e.g.: tourism) so that a clearer picture of how SLM could work in an integrated manner for Vanuatu. Estimates of the number of ‘training/orientation and other participants’ range from 200 – 1000 (based on an assessment of workshop/training participation lists reviewed during the TE). However, actual capacity development effects in terms of modifying land management practices are concluded to be very limited. Despite this, the project has introduced the SLM approach to many stakeholders in Vanuatu who had not previously been aware of options that could be used to address land degradation. As stated by one interviewee: “.....*the child has stood up and is now making its first steps*”.

Despite this, the capacity development results under Component 3 of the project have not been fully met in terms of the original anticipated inter-sectoral mechanisms, community learning networks, adoption and piloting of SLM by stakeholders, regional vision/institutional frameworks etc. With specific reference to tourism (as an example), one possible technique (for the tourism sector) is to introduce and encourage the private sector to adopt new sustainability such as the “Travelife Criteria” for new resorts (see Appendix J for more detail). The IC advocates that this approach for sustainable resort management and planning could be initiated for Vanuatu. It could be designed to apply aspects of the Travelife criteria to ensure that SLM principles are adhered to during the tourism pre-planning and implementation phases of the development.



4.1.4 Project organisation and quality assurance

There are useful lessons from the project experience with regard to project organisation and management systems for quality assurance and accountability. Firstly, new multi-sectoral concepts such as SLM require senior leadership and direction to ensure an effective response within government, and that the necessary resources, organization and incentives must be in place to directly engage qualified government staff in taking responsibility for project outputs. Whilst the DoL do have a project audit team (Corporate Services Unit, Ministry of Lands & Natural Resources), the IC questions its purpose and use, particularly when a series of recommendations that clearly were presented in their own Performance Evaluation report (August 2010) appear to have not been considered in the AWP for 2012.

4.2 RATING OF PROJECT PERFORMANCE

The following table categorises each project outcome against the criteria proposed in the TOR. These have been presented in Section 3. An Overall Rating of each Outcomes performance is also provided.

Outcome	Project Formulation	Project Implementation	Project Results	Overall Rating
1. Completion of CCD National Action Plan for combatting Land Degradation	<i>Highly satisfactory</i>	<i>Satisfactory</i>	<i>Satisfactory</i>	<i>Satisfactory</i>
2. Mainstreaming of SLM	<i>Unsatisfactory</i>	<i>Moderately unsatisfactory</i>	<i>Unsatisfactory</i>	<i>Unsatisfactory</i>
3. Capacities developed for SLM	<i>Satisfactory</i>	<i>Unsatisfactory</i>	<i>Moderately unsatisfactory</i>	<i>Moderately unsatisfactory</i>
4. Medium Term Investment Plan	<i>Satisfactory</i>	<i>Unsatisfactory</i>	<i>Highly unsatisfactory</i>	<i>Unsatisfactory</i>

Highly satisfactory - no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency;

Satisfactory - minor shortcomings;

Moderately satisfactory – moderate shortcomings;

Moderately unsatisfactory - significant shortcomings;

Unsatisfactory – major shortcomings; and

Highly unsatisfactory - severe shortcomings.



The project is also rated in terms of the following overall criteria, using the above classification system.

Criteria	Rating
Sustainability	MS
Achievement of objectives/outcomes	MU
Implementation approach	U
Stakeholder participation and public involvement	S
Monitoring and Evaluation	U

4.3 RECOMMENDATIONS

4.3.1 Overview

The following series of Recommendations have already been consulted with members of the NSC at a “findings workshop” held on 24 May 2012. They were discussed and attendees were requested to “agree” or “disagree” with them as appropriate. The following reflects the views of stakeholders at that event.

Recommendation: Cross fertilisation of ideas across the Pacific: It would be very good that National Coordinators are encouraged (through a specific targeted budget) to travel to see how other coordinators are working so that good ideas can be “cross fertilised” around the region. It would be sensible to encourage the best practice experiences in Malo to be replicated elsewhere around Vanuatu and also other appropriate Pacific nations. Linked to this it is recommended to produce a clear set of “SLM Best Practice” documents. It is perhaps recommended that these now should be undertaken on a Pacific regional basis, possibly organized around four SLM related themes (Agriculture, Community Forestry, Community Fisheries, Community Protected Areas) that should provide an important resource for future programs in Vanuatu including orientation on sustainable land management, root cause of land degradation, and effect of land degradation.

Recommendation: Ensure Demonstration Site Selection is Transparent and uses Multi-Criteria Analysis (MCA). Introducing a transparent approach to better communicate why a demonstration project site has been selected is strongly recommended. MCA is one possible technique that could help discuss all the possible variables that need to be considered before a pilot site (or demonstration site) is selected.

Recommendation: Introduce “Work Shadowing” during the Inception Phase: The idea of establishing a “Work Shadowing” exercise period for all new National Coordinators, ahead of their own Inception



Workshop, is put forward as a positive recommendation for UNDP to consider on similar MSP type projects.

Recommendation: Initiate “Rewards” for SLM Compliance and Enforcement - There could possibly be the introduction of a dual enforcement system to enable SLM policy regulation to be checked in addition to the provision of giving rewards or incentive for good practice. In parallel with this, there should be regulatory systems in place to check regularly government’s ability to enforce its own legislation, removing handicaps to allow agencies to execute their functions.

Recommendation: Continually review Land Use Legislation and policy - The project should have a continued comprehensive review of legislation and enforcement regulation rather than trying to develop new legislative instruments which take time to initiate and sanction. A SLM “toolkit” is recommended to be developed as relates to revision and enforcement. A new land zoning project is recommended for Vanuatu to help review land use planning and policy documents from the GEF/UNDP/Mam Graon (AusAid) outputs (currently on-going). Such resources should be shared as far as possible to maximise capacity resources in Vanuatu.

Recommendation: Improve Inter-Governmental Communication and “Visibility” - While some further validation of technologies may be needed, the primary challenge now is to effectively communicate and disseminate the information through available outreach and extension services across government, the media and within the larger development community. The project needs to be better communicated within government and to our islands.

Recommendation: Championing SLM in Vanuatu - The Ministry of Lands and Natural Resources (MLNR) should continue to be the lead agency for developing SLM, however, this MUST be done in conjunction with the Vanuatu Land Governance Committee (VLGC) as set out in the Vanuatu Land Sector Framework (2009). They should be re-announced as the “Champion” of SLM in Vanuatu. Both the Depts of Forestry and Agriculture need to be more visible on delivering SLM and contributory as partners to this process, as there is ample evidence (throughout the SLM process) or poor coordination and engagement towards achieving the projects principles. DoL should provide clear direction for follow-up SLM implementation activities through cross-sectoral, inter-ministerial mechanisms such as the Technical Working Group on Agriculture and Forestry that have the potential to provide greater impact on national SLM.

Recommendation: Promote SLM as part of the wider environmental management - The principles of SLM need to be more formally included within existing EIA procedures in Vanuatu. Whilst acknowledged that reform of environmental legislation in the country could take time, nevertheless, it is strongly advised that the principles of Strategic Environmental Assessment (SEA) are incorporated into land use planning and decision making in the future. The strategic implications of not taking on



board SLM principles (as part of an SEA for land use plans for the country) could result in continued land degradation, particularly when considering the implications of continued tourism development in the country. This could be linked to the existing EIA legislation as opposed to re-drafting new heads of terms for new legislation. The issue of SEA is currently within the Business Plan 2012 for the Department of Environment and Conservation to discuss. In addition, there is a need for SLM to be included, as a specific term in to the VPAA which is due for submission as a Formal draft in June 2012.

Recommendation: Integrate Kastom land regulations with future land use - Existing leases over Kastom Lands (imposed by DoL) now need to be updated and regulated more efficiently. As stated earlier, Vanuatu needs to be seen to WANT change in the eyes of the donor community. Without this, minimal (if any) alteration to the current customary rights situation is likely and this will result on only small scale evidence of SLM implementation on the ground (as seen at the community level on Malo island and in Lagatava (North Pentecost)).

Recommendation: Update the Land Sector Framework to include Best Practice SLM examples

It is recommended that an update to the Land Sector Framework is undertaken in 2013 to include a specific section on the principles of SLM and in particular, the on-going work on Mama Graon which could bring together best case examples of SLM from around the Pacific region (see earlier Recommendation).

Recommendation: Improving research links with University of South Pacific

No formal link appears to have been made with the agricultural and forestry research community in USP Fiji, based in Suva. The new Pro Vice Chancellor of USP, Professor John Bythell (Research & International) has confirmed that USP have a strong SLM research arm, though have not worked directly with GoV. This appears to be an important development that should be interrogated into 2012/2013. Links with the existing research underway in Vanuatu (agricultural and forestry research stations) would obviously need to be established at the outset of any research partnership.

Recommendation: Improving SLM into Schools and the Church

SLM principles could easily be incorporated into existing teaching practices within existing school curricula or separate training academies, such as that located on Malo island (see Appendix D). In addition, the GoV already fund missions and churches, and so GoV should take the initiative on this and encourage slow change towards SLM within existing lessons plans.

Recommendation: Linking SLM with Climate Change Adaptation - Given the cross-sector linkages between SLM and climate change adaptation and resilience, UNDP should facilitate the integration of SLM Best Practices into Pacific Adaptation to Climate Change (PACC) programme related activities.



This could also be linked through to SPREP and their current work plans (within their Climate Change Division) on matters associated with SLM. A specific meeting with SPREP is recommended to discuss this, as the UNDP/GEF/AusAID PACC project is a five year \$20m programme of action (which began implementation in February 2009) with financing from the Special Climate Change Fund. This could be a very useful vehicle to help Pacific nations (such as Vanuatu) to deliver outcomes and outputs to formulate and implement national and sub-national policies, legislation, regulations and costing/assessment exercises. Climate change risks will be incorporated into relevant governance policies and strategies for achieving food security, water management, disaster risk reduction and coastal development. Finally, it is recommended that a better link is made to water catchment rehabilitation programmes where possible, as much land degradation in Vanuatu is linked to soil erosion and activities in sub-catchment areas (possibly with SLM being referred to within the VPAA).

Recommendation: Enabling Private-Public-Community Partnerships (PPCPs) to take forward SLM –

The whole issue of PPCPs and how conditions effecting whether a public-private partnership can emerge and be effective varies substantially between developing countries. While some countries have a supportive enabling environment for infrastructural PPPs, others need to enhance their offering (such as Vanuatu). It is recommended that as part of on-going discussions on customary rights and land ownership, that Vanuatu should be considering what specific frameworks in needed to encompass policy, legal, operational, investment and capital market issues associated with agricultural and forestry development (under the banner of SLM).

4.4 LESSONS LEARNT

4.4.1 Strategic Lessons Learnt

- SLM should not be perceived as a PROJECT which it currently is. It needs to be integral (as a set of principles) within government policy delivery. It needs to be designed to reflect current governmental reform processes (i.e.: streamlining existing approaches) and also GoV indicators.
- There needed to be better SLM policy structure and focus within GoV to make the project outputs work better. This also needs to be linked to a review of customary rights and have mapped (as much as possible) all customary boundaries and lease arrangements (currently being prepared in tandem under the Mama Graon project). Once these are known (and mapped), some form of new planning process for Vanuatu (instilling the principles of SLM) could commence. Until that time, it is likely to be 10-15 years before noticeable change is to be experienced.
- There is a need for better coordination and awareness of SLM between departments and this should have been implemented through a more robust NSC. This needed to have been maintained throughout the duration of the project and beyond the lifetime of the project.



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- There is no clear link between the 3 key Outcomes of the SLM with the IFS (Outcome 4 – Medium Term Investment Plan), which is due for completion in July 2012. This should have been planned for far earlier in the project process than seen by the TE mission (i.e.: as set within the Projdoc).
 - Local projects will fail if there is no community ownership. This was experienced at Vilvil as the overall support mechanism failed (between UNDP/National Coordinator and local Chief), where the project “garden land” was not specifically owned by anyone and the concept of the benefits associated with a “community garden” was lost.
 - The SLM project should have allowed individual Departments to play to their strengths. Specific demonstration sites should have had an agriculture focus, a forestry focus and a joint “agro-forestry focus”.
 - Setting up “community engagement contracts” between the village and the project would have been a sensible approach. For example, at Lagatva (in Pentecost where one of the SLM project was set up), after an initial community meeting, there was a “break away” in the village administration. The chief of the village and his brother (who is the chairman of the village) were left to assist the SLM project but regardless of this, the whole village seems to be confused where the work was leading. A clearly defined and simple “MoU” of agreement between the Chief, the community and the SLM project may have assisted here.
 - Future GEF projects (MSP size) should recognize the implementation difficulties of the SLM project and give particular attention to the commitment and leadership from senior government officials, a benefit of setting up a well-defined and accepted project inception strategy to guide implementation, the need for recruitment of qualified and experienced project management staff with probation conditions for the inception period, and an adequate set of incentives to ensure government staff participation.

4.4.2 Turning Lessons Learnt into Practice

Lesson 1: Continue supplying data and information to communities - Misconceptions about how SLM can be used to improve agricultural systems in Vanuatu have largely been fuelled by lack of knowledge and information. It is an important lesson learnt that adequate and appropriate knowledge and information about the merits and demerits of this production system are continuously generated and disseminated to decision makers for them to be able to make informed decisions. These perceptions have been entrenched in conventional governance systems for a very long time and will therefore take a long time to reverse. This is the reason why SLM should be understood to be a long term initiative that will go beyond the current 3 year programme period. Lessons from SLM in Vanuatu show that inclusiveness, open dialogue, and good information are keys to achieving success. Although a variety of knowledge “products” have been developed as part of the project, it will always



be difficult to measure the extent to which these perceptions have been changed as a result of the project. There is therefore need for continued attention to be paid to awareness creation, training and capacity building among all concerned stakeholders to promote long term and sustainable SLM in Vanuatu. This is the focus of the follow-on SLM programme.

Lesson 2: Make SLM “Vanuatu proof” for the future - It is apparent that SLM is a new concept in Vanuatu that will take time and experience to become established. Custom arrangements and integrating agriculture, forestry and land use development needs for the country will all require time and robust coordination to make effective long term. The introduction of a National Coordinating Unit within GoV may prove to be an effective task. This would have the responsibility for managing all donor projects and which could help with the delivery and update of the Land Sector Framework (LSF) for Vanuatu. Such a unit would need to be effectively resourced and have the commitment of the GoV to provide it with a clear separate budget line to enable it to effectively perform its required tasks.

In order to also “future proof” SLM within Vanuatu, there is a need to link climate change adaptation research into SLM policy decision making (see Recommendation to link better with USP). This requires a greater coordination with the Dept of Environmental Protection and Conservation plus other donor funded support to help develop appropriate land use management strategies and integrated coastal zone management strategies to ensure that SLM applies to both the hinterland and the coastal fringe areas where land is becoming especially pressured for tourist and residential development. Linking to the Farm Support Association (through Charles Rogers) was raised by stakeholders at the TE Workshop on 24 May 2012. In addition, introducing SLM within the draft VPAA (for June 2012) was strongly recommended (before the budget allocations close for the next financial year).

Lesson 3: Need to use GIS technology for “Community Land Mapping”- An important lesson learnt is to make use of the existing Cartography Department maps (using the 2003 aerial imagery where possible) to better communicate land use, soil distribution and customary land ownership back to the communities. This was not used as an option during the project. Being able to better visualise the impacts of poor and good management is a key positive step forward, and something that was never undertaken as part of this project. The type of maps that currently exist are shown in Plate 4.1 below. The datasets that exist within the Cartography Section are mainly topographic with some cadastral mapping for Port Vila and Luganville due for completion in 2012. Some information on soils and geology are in hard copy form at the Dept of Geology and Mines.



Plate 4.1 Example of topographic map data already held by DoL Cartographic Section for Malo Island).

Lesson 4: Ensure the appropriate manpower and partnerships are in place - Project implementation has been jeopardised particularly due to the need to address the manpower requirements for NAP preparation, to have a fully operational NSC (only part of the NSC was actively engaged), and to resolve accountability and roles of the National Coordinator. A series of “Cross Department Working Practices” are recommended in the future. This is recommended in particular to operate between Departments of Forestry, Agriculture and tourism. Implementing partnerships between institutions in Vanuatu was always to be a critical component of the projects success rating. In the case of this project, it would have been more effective and the project benefits more enhanced had it fostered implementation partnership between Department of Agriculture and Forestry (for the NAP component, which was basically policy and program oriented).

Lesson 5: Creating the Enabling Environment for SLM in Vanuatu - The more mainstreamed the implementation of a project is within a recipient institution, better are the chances of internalization and sustainability of project benefits. The use of existing institutional set-up within the government (e.g.: DoL) for the operational management and implementation of this project was hoped to enable the internalization of project benefits. The reality is that integrating the work of two key departments (forestry and agriculture) was never harnessed as effectively as it should.

Lesson 6: More GoV Input during Project Inception Phase - Project design is sometimes affected by changes in institutional, policy and political circumstances as a result of the time gap between project formulation and project inception. A key missed opportunity in the case of this SLM was the use of the project inception workshop to review and revise the project design, (strategic results framework) taking into accounts the circumstances at the time of project inception. Consequently, there was some incongruity in the project design. Future MSP projects for GoV must guarantee for input during the Project Inception phase.



Lesson 7: Set up Engagement and Communication Strategies - Projects such as SLM which are aimed at changing mind-sets require long implementation timeframes before they start showing results. SLM has attempted to produce some knowledge materials, though this has sadly fallen way short of what is expected for a 3 year project. A clearer “engagement strategy” with decision makers in Vanuatu is needed to enable stronger enforcement of land lease policies. Likewise the improved engagement of schools and churches to communicate the benefits of effective SLM appears to have fallen short of what is expected for a 3 year project. A key lesson for Vanuatu is that communicating new ideas and presenting facts are different activities. Publishing a report that no one understands or bothers to read is not communicating. The key to communication, especially at the community level in Vanuatu, is to deliver a message in a way that the targeted audience understands, through a medium they pay attention to. A formal SLM Communications Strategy is needed to evolve significantly from a factual presentation mode (in the Projdoc design) to a community-based communications approach, using theatre, music, TV, radio and printed media. The SLM project has, however, successfully raised awareness of the importance of individual and community SLM related actions to sustainably grow crops and manage their land (e.g. at Malo).

Lesson 8: Diversify the reliance on the set of usual donors - Vanuatu is heavily reliant on donor money to deliver its national priorities. SLM, as mentioned before, should not be perceived as a “project” and needs to be made more streamlined into national policy. One possible donor who could be approached to target specific deficiencies identified within this TE report is the Commonwealth Secretariat (ComSec). Their work focuses on sustainable development for Member States of the Commonwealth (such as Vanuatu) seeking to provide technical assistance support to vulnerable economies and small states. An example of their support was in Guyana (in March 2008) where ComSec money brought together agricultural specialists and climate scientists for training on the impact of climate change on agriculture and food security in the region. A training manual was also published and plans are being explored to transfer the experience to other small state regions. A similar approach could be set up for Vanuatu.

Lesson 9: Ensure better donor complementarity and commitment - One common emerging theme, relates to a **high** degree of **stakeholder** confusion between the roles and outputs of the UNDP SLM Project and the Mama Graon (AusAid) **IDB** projects. **Most interviewees have stated that both donor organisations should have agreed to prepare a simple 1 page clarification document (with organogram) that could have been used Efforts at the outset of each project to better communicate the project output differences need to be made at the national level to mitigate the risk of poor communication (thus improving the collective project “impacts” of the two interventions).** At the same time, the production of a simple “What is SLM” pamphlet would have been advantageous at the start of the project, even more so after the start of the Mama Graon project.

Appendices





APPENDIX A – TERMS OF REFERENCE



Fiji

Consultancy (International Consultant) Terms of Reference for the Terminal Evaluation of Sustainable Land Management Project, Vanuatu

Title: Team Leader for UNDP/GEF Project Evaluation
Project: Building Capacity and Mainstreaming Sustainable Land Management in Vanuatu
Duration: 25 days to be completed by June 5th, starting no later than May 4th
Supervisor(s): UNDP Multi Country Office (Fiji) in coordination with national executing agency (Department of Lands)
Duty Station: Vanuatu
Contractual Modality: Individual Contract

Project Background

The Medium Sized Project (MSP) on Building Capacity and Mainstreaming Sustainable land management in Vanuatu is a Global Environment Facility (GEF) funded project through the United Nations Development Program (UNDP). The project is implemented by the Department of Lands. The project commenced in April 7th, 2008 and due for completion on April 7th, 2011 but was granted an extension until June 2012 (following a project mid-term evaluation in 2011).

Despite the growing official recognition of the problem of land degradation in Vanuatu, SLM objectives have not been adequately mainstreamed into policies, regulations, strategies, plans and educational systems. There is a lack of understanding of on the part of decision makers that land degradation is significant barrier to sustainable development. Although integrated farming systems are a way of life for local communities, the planning of local resource utilization is mostly guided by more specific sectoral objectives and policies. This suggests a strong need to create awareness and build capacity for integrative dialogue and land use planning among all stakeholders.

The capacity gaps in land degradation include: i) individual level –lack of technical capacity (district level and community level for implementation); ii) institutional level – financial and human resources, monitoring capacity for enforcement of its rules and regulations); iii) lack of baseline data state and national level); iv) systematic level – there is a lack of common understanding and mechanisms to coordinate and address common land management issues.

Project Objectives and Expected Outputs

Objectives : Objectives of the MSP are to enhance and develop the individual, institutional, and systemic capacity for Sustainable Land Management (SLM), to mainstream SLM considerations into national development strategies and policies, to improve the quality of project design and implementation in the development arena, to develop a National Action Plan for SLM, as well as a medium term investment plan, while ensuring that all relevant stakeholder views are reflected and integrated into the process.



Objectives of the Evaluation

The Monitoring and Evaluation (M&E) policy at the project level in UNDP/GEF has four objectives: i) to monitor and evaluate results and impacts; ii) to provide a basis for decision making on necessary amendments and improvements; iii) to promote accountability for resource use; and iii) to document, provide feedback on, and disseminate lessons learned. A mix of tools is used to ensure effective project M&E. These might be applied continuously throughout the lifetime of the project – e.g. periodic monitoring of indicators, or as specific time-bound exercises such as mid-term reviews, audit reports and independent evaluations.

In accordance with UNDP/GEF M&E policies and procedures, all regular and medium-sized projects supported by the GEF should undergo a final evaluation upon completion of implementation. A final evaluation of a GEF-funded project (or previous phase) is required before a concept proposal for additional funding (or subsequent phases of the same project) can be considered for inclusion in a GEF work program. However, a final evaluation is not an appraisal of the follow-up phase.

Final evaluations are intended to assess the relevance, performance and success of the project. It looks at early signs of potential impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. It will also identify/document lessons learned and make recommendations that might improve design and implementation of other UNDP/GEF projects.

The overall objective of this TE is to review progress towards the project's objectives and outcomes, assess the efficiency and cost-effectiveness of how the project has moved towards its objectives and outcomes, identify strengths and weaknesses in project design and implementation, and provide recommendations on design modifications that could have increased the likelihood of success, and on specific actions that might be taken into consideration in designing future projects of a related nature.

Scope of the Evaluation

Overall evaluation of the project

The evaluation will address the following specific issues:

Project design

The evaluation will assess the extent to which the overall project design remains valid. The evaluation team will review the project's concept, strategy and approach within the context of effective capacity development and sustainability. Specifically, the team will:

- assess the extent to which the underlying assumptions remain valid;
- assess the approach used in design and whether the selected intervention strategy addressed the root causes and principal threats in the project area;
- assess the plans and potential for replicating or scaling up the site-based experiences;

The evaluation team will also attempt to ascertain the current level of comprehension of the project concept, focusing on three specific sets of actors: (i) project management team; (ii) field officers; and (iii) local communities.

Project implementation

The evaluation will assess the extent to which project management and implementation has been effective, efficient and responsive. Specifically, it will:

- Assess overall institutional arrangements for the execution, implementation, management, monitoring and review of the project. This covers a number of issues,



including: the appropriateness of joint implementation and coordination; whether there has been adequate periodic oversight of activities; the effectiveness of government counterparts; and the effectiveness of relationships between key stakeholders;

- assess the use of logical framework as a management tool during implementation;
- assess indicators of adaptive management;
- assess the quality and relevance of project reporting;
- assess the mechanisms for information dissemination (advocacy and awareness raising) in project implementation and the extent of stakeholder participation in management;
- analyze the project financing, specifically how the project has materialized/leveraged co-financing for various components (this is preferably presented in a matrix form).
- Review the effectiveness and the methodology of the overall Programme structure, how effectively the Programme addressed responsibilities especially towards capacity building and challenges, its main achievements and overall impact as well as the remaining gaps.
- assess the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration: Human rights, Equity, Institutional strengthening and Innovation or added value to national development

Results

The evaluation will examine the relevance, efficiency, effectiveness and sustainability of operational activities and results achieved by the project to-date, by showing how the component(s) processes and outcomes have contributed (or have the potential to contribute) to the achievement of project and GEF environmental goals. The Evaluation will:

- assess, quantitatively and qualitatively, the achievements and impact in terms of outputs and its contribution to outcomes as defined in the project document;
- assess to what extent the project has made impacts on promoting local participatory decision-making and local governance;
- assess to what extent the project has or will contribute to the strengthened enabling environment for conservation;
- Assess the sustainability of project results.

The evaluation team will use a project logical framework to determine the overall contribution of project outcomes to development and global environmental goals. The evaluation team is also invited to highlight contributions which are strictly beyond the project scope.

Governance and capacity-building

The Project promotes participatory processes and behavior that affect the way land use management is done at the local and national levels. This is principally achieved through the wide participation of local communities, capacity-building, and the promotion of accountability and transparency at different levels of government. In this regard, the Evaluation will look at how the project contributed to improved governance at local and national levels, and examine how governance issues have impacted on the achievement of project goals and outputs.

One of the specific areas the evaluation team is asked to assess in this area is how and to what extent the project has built management, planning and operational capacity among the project's stakeholders, particularly at the community levels. This should include an overview of capacity-building techniques employed by the project as well as of the monitoring mechanisms involved.

Lessons learned

The evaluation will also highlight lessons learned and best practices in addressing issues relating to relevance, performance and success.

In describing all lessons learned, an explicit distinction needs to be made between those lessons applicable only to this project.



Methodology

The evaluation methodology will be determined by the evaluation team, guided by the requirements of GEF and UNDP as articulated in various guidelines, policies and manuals on the conduct of evaluations for GEF projects as well as key project documents such as the approved GEF project brief, the final UNDP project document, the inception workshop report, the project log-frame and annual budgets and work plans, the annual Project Implementation Review, Project Board, and PMT meeting minutes as available, and other technical reports and documents as relevant. The evaluation methodology should be clearly documented in the final evaluation report including comprehensive details of the following:

- documents reviewed
- interviews conducted
- consultations held with all stakeholders
- project sites visited
- techniques and approaches used for data gathering, verification and analysis

Conduct of the Evaluation

Under the leadership of the Team Leader, the Evaluation Team will work independently but will liaise closely with UNDP CO, and Executing Agency. The evaluation mission will also liaise periodically with the UNDP-GEF Regional Technical Advisor (RTA) at the UNDP Regional Centre in Bangkok to ensure that UNDP-GEF and GEF requirements are being met.

The team will visit the project site to ensure adequate consultation with all key stakeholders. Towards the end of the field evaluation, presentation will be made to all key stakeholders in country. After the presentation the team will take note of verbal and/or written responses to its presentation and consider these in preparing an interim draft evaluation report that will be provided to Executing Agency/UNDP before the team leaves for distribution to stakeholders. The executing agency and UNDP will circulate the draft report to all stakeholders requesting written feedback and finalized by the evaluators within the dates reflected in the evaluation schedule.

While the evaluation team is free to determine the actual layout of the evaluation report, this must include the minimum content requirements mentioned earlier. The Team Leader will forward the final report by e-mail to UNDP MCO and the UNDP-GEF RTA in Bangkok for onward distribution to all stakeholders. In addition the Team Leader will forward a hard copy and electronic copy saved on disk to UNDP MCO. The evaluators will be responsible for the contents, quality and veracity of the report.

Deliverables

The evaluation mission will produce the following deliverables to UNDP/GEF:

- (i) Draft copy of report ;
- (ii) Final copy of report;

The evaluation mission will produce the following deliverables to UNDP/GEF:

- (iii) Draft copy of report ;
- (iv) Final copy of report;

The final TE report will include: i) findings and conclusions in relation to the issues to be addressed identified under sections 2 and 3 of this TOR; ii) assessment of gaps and/or additional measures needed that might justify future GEF investment in the country, and iii) guidance for future investments (mechanisms, scale, themes, location, etc).

The report should also include the evaluators' independent final rating on the following:



- Sustainability;
- Achievement of objectives/outcomes (the extent to which the project's environmental and development objectives and outcomes were achieved);
- Implementation Approach;
- Stakeholder Participation/Public Involvement; and
- Monitoring & Evaluation

The rating should be within a 6-point scale as follows: Highly Satisfactory (HS), Marginally Satisfactory (MS), Satisfactory (S), Marginally Unsatisfactory (MU), Unsatisfactory (U) and Highly Unsatisfactory (HU). The final report together with the annexes shall be written in English and shall be presented in electronic form in MS Word format as well as a hard copy.

The final report together with the annexes shall be written in English and shall be presented in electronic form in MS Word format as well as a hard copy

Products expected from evaluation

The main products expected from the evaluation are:

- presentation(s) to key stakeholders;
- an interim draft report;
- a final comprehensive evaluation report

Qualifications of Team Leader

- Substantive experience in reviewing and evaluating similar technical assistance projects, preferably those involving UNDP/GEF or other United Nations agencies, development agencies and major donors;
- International/regional consultant with academic and/or professional background in natural resource management or related fields with experience in land management, with in-depth understanding of land issues as well as community-based natural resource management. A minimum of 10 years work experience is required;
- Experience in leading multi-disciplinary and multi-national teams to deliver quality products in high stress and short deadline situations;
- Familiar with SLM approaches in Pacific and /or developing countries either through project management and/or implementation or through consultancies in evaluation of land related projects.
- Highly knowledgeable of participatory monitoring and evaluation processes;
- Excellent English writing and communication skills

Proposed Methodology and Timelines

The consultant shall undertake the evaluation working concurrently according to a planned schedule to be completed by June 5th. The Team Leader will have the overall responsibility of organizing and completing the review and submitting the final report.

The team leader is expected to propose a work layout, plan, budget and timelines to achieve the expected outputs with the appropriate methodology.

**Proposal Requirements:**

Proposals should contain the following information:

- i) **Technical proposal** including a P11 form (available on the UNDP website <www.undp.org.fj>), an updated current CV, contact details of at least three referees and a cover letter setting out:
 - How the applicant meets the selection criteria
 - Evaluation approach and methodology
- ii) **Financial Proposal**

The consultant is requested to provide a proposal or quotation of the fees/cost for the services which will be rendered using the following format and should be separate from the technical proposal.

Daily consultancy rates	A daily consultancy rate proposed by the consultant
Air Ticket	To and from home country
Air Ticket	(including at least one travel to Fiji for preliminary briefings)
Travel expenses to three community demonstration sites (possibly Lagatava, Vilvil and Malo island)	Site visits are compulsory
Living allowances	Based on the number of days spent at the respective duty station ¹
Other miscellaneous expenses	(please state)

Payment Schedule

- a) Twenty per cent (20%) of the maximum payable Consultancy Fee [Professional Service] will be paid immediately following the signing of this Agreement by May 4th (This would include travel cost to Vanuatu);
- b) Ten per cent (10%) of the maximum payable Consultancy Fee [Professional Service] will be paid immediately following the acceptance of a work plan and report lay out by UNDP by May 8th;
- c) Thirty Five per cent (35%) will be paid within eight (8) working days of receipt and acceptance by the United Nation Development Program of a draft report by May 21st;
- d) The remaining thirty five (35%) will be paid within eight (8) working days of the acceptance by the United Nations Development Program of the final Evaluation Report by June 5th;

Evaluation Method

The proposals will be evaluated using the UNDP cumulative analysis method whereby the total score is obtained upon the combination of weighted technical and financial attributes.

The highest combined weighted score which provides the best value for money will be awarded the contract.

A	Technical	(70%)
i)	Substantive experience in reviewing and evaluating similar technical assistance	10%

¹ If consultant is based in Vanuatu, living expenses for Vanuatu are not applicable



	projects, preferably those involving UNDP/GEF or other United Nations agencies, development agencies and major donors;	
ii)	International/regional consultant with academic and/or professional background in natural resource management or related fields with experience in land management, with in-depth understanding of land issues as well as community-based natural resource management. A minimum of 10 years of working experience is required;	10%
iii)	Familiar with SLM approaches in Pacific and /or developing countries either through management and/or implementation or through consultancies in evaluation of land related projects. Understanding of local actions contributing to global benefits is crucial;	15%
iv)	Knowledgeable and experienced in facilitating participatory monitoring and evaluation processes;	10%
v)	Experience in leading multi-disciplinary and multi-national teams to deliver quality products in high stress and short deadline situations;	15%
vi)	Demonstrate ability to converse, communicate in local language/dialects and understanding of customary protocols	10%
B	Financial	(30%)
	Total	(100%)

Reporting Requirements:

The consultant will be monitored, overseen and supervised by UNDP Multi Country Office in coordination with national executing agency (Department of Lands).

The consultant is expected to submit a report upon successful completion of activities according to the agreed schedules. The consultant is expected to provide for his/her own laptop.

Progress and final reports submitted to UNDP shall be in English.

Application Submission

All applications must include a Curriculum Vitae with full contact details of three referees and P-11 form to be submitted by **Sunday April 22nd, 2012 5:30PM Fiji Time** either electronically to david.lumutivou@undp.org or addressed under confidential cover to:

Terminal Evaluation Vanuatu SLM Project - Consultancy (Team Leader)

C/- UNDP Resident Representative

UNDP

Private Mail Bag

Suva.

Incomplete applications will not be considered and only candidates for whom there is further interest will be contacted.

Further Information: For further information concerning this Terms of Reference, Mr. Floyd Robinson, Environment Program Associate, UNDP-MCO, Suva, on email floyd.robinson@undp.org/telephone (679) 3312500 or William Ganileo, Project Coordinator, (Department of Lands, Vanuatu), Email: wganileo@vanuatu.gov.vu or Phone 5345229.

Women candidates are encouraged to apply

**The Fiji Office covers Fiji, Kiribati, Marshall Islands, Micronesia, Nauru, Palau, Solomon Islands, Tonga, Tuvalu and Vanuatu*



APPENDIX B – MISSION ITINERARY

Phase 1 – Work Plan and Mission Planning (7-13 May 2012)

This shall be prepared during the first week of the project (from the UK) from 7 May 2012 onwards. During this first week, a clear Final Evaluation matrix and survey instrument (questionnaire) shall be designed and communicated with the client (via email – see Annex B). Jonathan McCue departs for Fiji (from Manchester, UK) on Thursday 10 May.

Phase 2 – Inception Meeting in Fiji (14-15 May 2012 including travel days)

Jonathan McCue arrives into Nadi early on Saturday 12 May. An overnight stay in Nadi is planned before departing for Suva (Express Bus – 4.5hrs journey) during Sunday 13 May. Overnight stay in Suva is booked. The Inception Meeting shall be held at 11.00 on Monday 14 May with all necessary key stakeholders (face to face or via skype if necessary with those in Vanuatu). The draft Evaluation Matrix, interview questionnaires and meeting schedules shall be discussed at this meeting. Jonathan McCue shall take the Express Bus back to Nadi during the afternoon (16.00) of 14 May and stay overnight in Nadi on 14th May.

Phase 3 – Mission to Vanuatu and Debrief in Fiji (15-29 May 2012)

Jonathan McCue departs Nadi on Tuesday 15 May for Vanuatu (Air Vanuatu – NK41). Upon arrival in Port Vila (from 09.00 on 15 May), the “rule book”, Evaluation Matrix and questionnaire shall be clearly communicated to the local team members, to ensure necessary information can be gathered during the demonstration site visits. Agreement of the schedule of the site visits (transportation arrangements and meeting times) shall all need to be confirmed at this time. Separate meetings with local government stakeholders (forestry/agriculture/lands dept etc) have been arranged for 15th May. Field mission trips to Pentecost, Santo and Malo Islands are scheduled for 17 to 23 May (weather permitting). The Team Leader shall review the findings of the workshop and present the draft report via email to UNDP Fiji as contracted by 25 May. Jonathan McCue shall depart from Vanuatu on Tuesday 29 May and is scheduled to depart Fiji (Nadi) on the evening of Tuesday 29 May.

Phase 3 – Final Reporting (UK) – (31 May to 5 June 2012)

Jonathan McCue returns back to the UK on the evening 30 May 2012. Upon receipt of draft report comments (assumed to be received by 1 June 2012), the final edits to the report shall be compiled so enable the final report to be submitted, on schedule for 5 June 2012. A summary Work Plan table (Table 1) is now produced to outline the proposed Work Plan for the mission (to be updated as needed upon arrival in Vanuatu).



Table 1 – Proposed Daily Work Programme (as of 8 May 2012 – to be updated on a daily basis from 14 May 2012)

Date	Location	Activity
Thurs 10.5.12	UK	Depart Manchester for Fiji (via Los Angeles)
Fri 11.5.12	In Transit	Los Angeles to Fiji (Air Pacific)
Sat 12.5.12	Fiji (Nadi)	Arrive into Nadi at 05.10am – transfer to hotel in Nadi (Novotel)
Sun 13.5.12	Fiji (Nadi to Suva)	Transfer from Nadi to Suva (Fiji Express Bus from Nadi International Arrivals) at 13.00 (arrive into Suva at 17.00 and transfer to Capricorn Apartment Hotel)
Mon 14.5.12	Fiji (Suva to Nadi)	11.00 – 13.00 meeting with UNDP Fiji (Kadavu House – 8 th Floor). Skype with William Ganileo (Vanuatu) 14.00. Depart for Nadi on Fiji Express (departing Holiday Inn Suva) at 16.00. Arrival into Nadi at 20.00. Transfer to Novotel Nadi.
Tues 15.5.12	Fiji/Vanuatu (Port Vila)	Depart from Nadi for Port Vila (Air Vanuatu flight NF41 arriving at 08.00). Transfer to Melanesian Hotel. Inception meeting with William Ganileo and Donald Wouloseje. Mission planning all day (arrangements for JMcCue to finance the purchase of flights and expenses for William Ganileo to accompany J McCue on the site mission).
Wed 16.5.12	Vanuatu (Port Vila)	08.30 – Meeting with Bethuel Solomon (Senior Policy Analyst Productive Sector). 11.00 – Meeting with Russell Nari (Deputy Program Director and Customary Land Advisor – Mama Graon Program). 13.30 – Meeting with Dept of Lands (George Kerby – Enforcement Officer; Rodson Aru – Surveyor; Paul Gamletta – Senior Cartographer Acting Surveyor)



		General and Amos Kalo Tari – Corporate Services Unit). 15.30 – Meeting with Hanington Tate (Dept of Forestry – Acting Director)
Thurs 17.5.12	Vanuatu (site visits)	National Holiday in Vanuatu. Report writing in hotel. Depart for Santo (flight NF0208) from Port Vila to Santo (18.05 depart) – overnight stay in Santo.
Fri 18.5.12	Vanuatu (site visits)	Mission to Malo Island on Friday 18 May (see Appendix D for details of mission).
Sat 19.5.12	Vanuatu (site visits)	Mission to Santo and stakeholder meetings with agricultural assistants. (see Appendix D for details of mission). Flight NF0217 from Santo to Port Vila (17.20 departure cancelled due to bad weather).
Sun 20.5.12	Vanuatu (Port Vila)	Draft Report writing at hotel in Santo
Mon 21.5.12	Vanuatu	Flight NF223 from Santo to Vila (08.55 depart); Meetings with staff from DoL
Tue 22.5.12	Vanuatu (site visits)	Meetings with DoL staff.
Wed 23.5.12	Vanuatu (site visits)	Report writing. Review meeting with UNDP country officer in Vanuatu to discuss workshop presentation. Evening Preparation for Stakeholder Workshop on 24 May.
Thur 24.5.12	Vanuatu (Port Vila)	Workshop with key stakeholders to discuss TE findings and Lessons Learnt (09.00 – 12.00). Meeting with NZAid (Jimmy Nipo): 15.00 - Draft report writing of findings.



Fri 25.5.12	Vanuatu (Port Vila)	Meeting with George Borugu (Director of Tourism) at 09.00. Report writing and submission of Draft Report to UNDP Fiji for review
Sat 26.5.12	Vanuatu (Port Vila)	Weekend – updates to draft report and appendices
Sun 27.5.12	Vanuatu (Port Vila)	Weekend – updates to draft report and appendices
Mon 28.5.12	Vanuatu (Port Vila)	Updates to draft report and appendices
Tue 29.5.12	Vanuatu/Fiji	Depart Vanuatu for Fiji (arrive 17.20). Depart for Los Angeles (22.00)
Wed 30.5.12	In Transit to UK	Depart Los Angeles for London. Arrive into UK (12.00)
Thur 31.5.12	UK	Comments to be received from client.
Fri 1.6.12	UK	Corrections to be made to Draft Report
Sat/Sun (2-3.6.12)	UK	Weekend
4.6.12	UK	Bank Holiday in UK



5.6.12	UK	Submission of Final Report to UNDP Fiji.
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APPENDIX C – LIST OF PERSONS INTERVIEWED AND MET

NAME	ORGANIZATION
Floyd Robinson	UNDP, Suva, Fiji
Williams Ganileo	SLM National Coordinator, Vanuatu
Roselyn Arthur	UNICEF, Port Vila, Vanuatu
<i>Donald Wouloseje</i>	<i>UNDP, Port Vila, Vanuatu</i>
Peter Pata	Acting Director (SLM), Department of Lands, Port Vila
Amos Kalo Tari	Corporate Services, Lands Department
<i>Albert Williams</i>	<i>Director of Environmental Protection & Conservation, Port Vila (UNCCD Focal Point)</i>
Reedly Tari	EIA Officer, Department of Environmental Protection & Conservation
Jimmy Nipu	NZ Aid, Port Vila
<i>Thomas Bangalini</i>	<i>Ministry of Finance and Economic Management, Department of Finance and Treasury</i>
George Borugu	Department of Tourism, Port Vila
Russel Nari	Deputy Program Director and Customary Land Advisor – Mama Graon Program
<i>George Kerby</i>	<i>Department of Lands - Enforcement Officer</i>
<i>Rodson Aru</i>	<i>Department of Lands - Surveyor</i>
<i>Paul Gamletta</i>	<i>Department of Lands - Senior Cartographer Acting Surveyor General</i>
<i>Hanington Tate</i>	<i>Department of Forestry (Acting Director)</i>
Darryl Maseng	Vanuatu Agriculture College, Santo
Rodney Aru	Vanuatu Agriculture College, Santo
Tari Molisale	Senior Agriculture Office, Department of Agriculture, Luganville, Santo
Elder Sangavulu	Avunavae, Malo, SANMA
Samer Vatu	Malo Community
Onil Dalesa	Department of Agriculture, Luganville, Santo
Riu Moti	Malo Community
Tonny Sowa	Malo Community
Jimmy Kenneth	Malo Community
<i>Betuel Solomon</i>	<i>Land's Sector Analyst, Department of Economic and Sector Planning (DESP)</i>
Leah Nimoho	Coordinator, GEF Small Grants Program, VANGO, Port Vila

NB: those names placed in *italics* were also present at the Workshop event on 24 May 2012.



APPENDIX D – SUMMARY OF FIELD VISITS

Espiritu Santo (17-19 May 2012)

The following information is based on observations from a site visit to SLM demonstration sites used throughout the duration of the project. A summary description of the site is given, why it was initially selected, visit findings in May 2012 and a “key evaluation message” which seeks to highlight the impact that the site has had on the local community plus its contribution towards achieving the SLM project goals.

1. Vilvil village, Fanafo

Site Selection

This site was selected after initial consultations at the Inception Workshop (2008), to cover an area settled by people from other islands (outside of Santo) whose agricultural practices did not transfer readily, and where extensive farming and mono-cropping are occurring. No detailed appraisal was carried out using techniques such as Multi criteria analysis (MCA) to select the preferred demonstration sites. This should have been carried out at the Inception Workshop in 2008.

Vilvil is a small village but was preferred over a site at Fanafo, the larger centre, because of land disputes that occur there. The Chief whose land was to be used, wished the project to happen there. The Chief, also, is related (brother in law) to the National Coordinator.



Plate 1a/b – Vilvil demonstration site (UNDP sign – taken on 18 May 2012): Adjacent land adhering to SLM principles

Visit findings (MTR and TE visits in 2011 and 2012):



MTR Visit (June 2011)

At Vilvil an initial meeting was held with Chief Bulegon (2008) whose land had been used for a demonstration plot and nursery, discussions were held with a group of women working in the nursery, and the plot was visited. The MTR team and National Coordinator were disappointed to see the lack of commitment being shown by the Chief and his community. He was spending most of his time working for a relative with a logging company – ironic in relation to SLM.

TE Visit (May 2012)

The demonstration site clearly had been left to overgrow. The relatively large plot, which was originally established with a variety of crops and forest trees surrounded by a barbed wire fence, was clearly “dead” and much of the planting work undertaken by the National Coordinator and Agriculture and Forestry staff had been wasted (see Plate 2 – overgrown site behind the National Coordinator).



Plate 2 – Vilvil demonstration site (wire fencing still in place but all overgrown)

Taro, whitewood, mahogany, sweet potato, white (Fiji) taro were all grown at the site. They are now all overgrown.

Key TE Evaluation Message:

The project site ultimately failed due to the following reasons. The commitment of the village Chief was poor and the whole message of SLM benefits for future generations of community members was not grasped by him. The fault here may not necessarily lie with the Chief. A key finding of this TE is the need for continued assistance regarding communications with landowners (not just a few days, but weeks at a time). If the funds were allocated to ensure that the National Coordinator could have been at hand (early in the project) for a period of about 3 weeks in Vilvil (to ensure the message and approach was clearly made), then the commitment and benefits could have been better understood by the Chief. The “imposed” actions on a community plot of land (not directly owned by anyone) were never going to be maintained unless budget lines were allocated to ensure that locals could weed and maintain this community plot of land. Otherwise, focus



remained on individually owned plots (as opposed to the “community” project plot which could have provided the seedlings and plants to sustainably support the individually owned land plots.

In addition, the role of the Agriculture Research Station (ARS) in Santo should have been more robust to ensure that good sustainable cropping practices were adhered to beyond the lifespan of the project. An example cited was when the growing of kava plants at the site were showing signs of “yellowing” which was the direct result of crops being continually grown in the same plot of land and not being rotated. Despite being informed many time by the National Coordinator, the community decided to not listen and continued growing kava in their traditional way. Making the ARS a key part of the National Steering Committee should have been undertaken at the start of the project.

Attempts are being made to utilise the site for awareness-raising and tourism e.g. for the nearby school. Chief Bulegon and a teacher from that school should be invited and assisted to attend the Open Day proposed for the Malo Island site on Santo in an effort to restore commitment. Sadly the invitation to attend the Malo Open Day was not attended by the Chief, thereby missing a great opportunity to “showcase” working SLM in practice. The decision to keep the SLM signboard was taken by the National Project Manager in an effort to attract future donors to the site. The “manicured” nature of the “cultural tourism” site which now exists at Vilvil masks the potential embarrassment for the project site and thus ability to showcase SLM principles.



Plate 3 (a / b): Manicured new cultural tourism site at Vilvil (seating areas etc for visitors)

A key finding, despite the poor performance explained above, was that some adjacent land (owned by young land owners adjacent to Vilvil) are being see to practice appropriate SLM principles of crop rotation, using corn and sweet potato (see Plate 1b and Plate 4). The National Coordinator believes that the possible reason for this could be their attendance at an SLM workshop on sustainable cropping practices. Should this be correct, then a positive outcome of the time and money invested in SLM training workshops for local agriculturalists and land owners could be announced.



Plate 4 (a / b) New cropping practices of sweet potato and manioc adjacent to Vilvil village.

2. Avunavae village, Malo Island.

Site Selection

This site was chosen at the request of Agriculture Department after seeing the work originally happening at Vilvil (see above). Malo Island has a relatively large population and topographically consists of land terraces, one approximately 30m in height from the coast and another further into the interior which was not visited by either the MTR or the TE missions. It appears that no detailed appraisal was carried out using techniques such as Multi Criteria Analysis (MCA) to select the preferred demonstration sites around Vanuatu. This should have been carried out at the Inception Workshop in 2008.

The thinking behind using Malo Island as a demonstration site was to show how farming could be carried out more intensely by clearing existing under coconut plantations on the coastal and inland terraces and then improving the land potential of the new “garden” plots for planting new crops such as breadfruit, sweet potato and yams.



Plate 5(a / b) Malo “Garden” site (showing coconut plantation clearance and crop rotation areas)

Visit findings (MTR and TE visits in 2011 and 2012)



TE Visit (May 2012)

The “garden” site represents a series of plot (10m wide plots) that demonstrate a variety of crops and practices including use of a climbing yam as a green crop, the introduction of weed reducing crops and nitrogen-fixing trees (“glaricidae”) which both assist significantly in improving nitrogen levels in the soils for continued use. Each 10m wide plot of land was separated by glaricidae trees.

The demonstration land site is owned by the village elder, who saw the benefit in providing his land as a pilot site, knowing that project money will be used to provide all the necessary seedlings/cuttings and trees needed to demonstrate the benefits of the new sustainable approaches.

The new techniques have been clearly adopted from the SLM project of separating specific crops (based on harvest maturity times). Yams are separated from cassava and red taro separated from white taro in terms of their cultivation. With regard to forestry cultivation practices, examples of white wood (7yrs), sandalwood (13 yrs) and red wood (23 yrs) plots were shown as specific plot areas.

The MTR identified the need for wire fencing to be introduced to protect newly planted crops from being eaten by pigs. Upon visiting the demonstration site “garden” plots for the TE mission, this was never implemented, though it was clear that the wire fencing needed was required for keeping chickens at bay as opposed to pigs. This is a cheap and effective solution to improving SLM results at demonstration sites such as this but sadly was never introduced. Despite this, the improved methods of crop rotation between plots was evident and importantly the reduced impact of traditional “slash and burn” techniques were not evident anymore.

The village also site is close to an Agricultural Rural Training Centre (funded by Oxfam) where 26 students (in 2012) were being shown the work being undertaken by Agriculture Department staff (see Plate 6 a / b).



Plate 6 (a / b) Matahi Rural Training Centre (Life Skills) classroom

There has been a request for a fence to keep pigs and chickens out of the plot and this should have been provided by the project with guidance from Agriculture Department. The Department held an Open Day at



Malo which was a great success, bringing together people from all around Malo and from further afield. The outcome could be seen as a social cohesion exercise, bringing together a range of communities together and was used to demonstrate the value of SLM principles.

A visit was taken to a new large “garden plot” where new species of komala is taking place. These are seen as “experimental sites” as opposed to being new “demonstration sites” for sweet potato growth. Interestingly, there is no direct link with the agricultural research unit of University South Pacific on this matter, despite the obvious engagement of the Agricultural Research and Technical Centre on Santo (see Plate 7).



Plate 7 – Sign for the Agricultural Research and Technical Centre on Santo

Key TE Evaluation Message

This site can be declared as a success story for the SLM project. The site is a fine example of local community engagement, involving all members of the family (children, women and elders). It is also a success in that there is clear evidence of community replication of the SLM principles around the island.

The potential for members of this community to replicate the SLM techniques adopted, to other parts of Malo Island and across Santo (and potentially to Pentecost) is a very positive outcome that can be communicated out of the SLM project. There is good evidence around Malo (shown to the TE consultant) of different communities starting to plant “garden plots” that use the same techniques as the SLM demonstration site (see Plate 8).



Plate 8 – new garden plots being established away from the Malo demonstration site

It is clear from the National Coordinator that one of the reasons for success at this site was the tireless commitment of the local community their willingness to accept change and the expert technical support offered by key agriculture research assistants based on the island who became actively involved (specifically the named Taro).

Another reason for its success was the broad minded thinking and willingness of the village elder to supply his land for the demonstration site. The elder has subsequently “sub-leased” other lands on Malo island to family members to encourage them to adopt the same approaches of sustainable land management (as opposed to leaving the land overgrown and unproductive). In return, the elder receives “in kind” contributions from family members throughout the year following harvest time.

One obvious contradiction, faced by the SLM project but not resolved, is how land management on the ground is enforced and how it is presented as land use policy in the forms of maps. For example, the majority of the land use maps (and hence policy) for Malo Island clearly shows the land as being used for coconut plantations. In the Kastom land areas on Malo, these plantations are being now changed into cultivated “garden plots” for a range of new tree species (sandalwood/red wood etc) and new crops including sweet potato varieties etc. GIS plots showing this contradiction have not been made available to the IC.

Importantly, when asked if the end of the project would result on the community going back to old land management days, there was a clear message emanating from the community that this would not be the case. All family members are getting involved and children are now being educated on the preferred approaches to land management. It has helped give confidence to the local community that livelihoods could be more secure in the future. Also, Malo community members have declared their pride on the work done to date, conveying the desire to train and advise others on the principles of SLM to other parts of Santo.



Improved education will soon be needed to help “upscale” the original work and to teach communities more of land budgeting and sustainable business management to help with issues such as transporting harvest to market most efficiently and sustainably and with the highest possible profit return margins.

In conclusion, and based on communication with the key stakeholders (benefactors) of the demonstration project on Malo island, the project has changed mind-sets and potentially lifestyles for some communities. The Malo Open Day (Yam Festival), which celebrated the projects outputs with dance, music and a display of harvested produce, was a good example of project result dissemination. This should be included as a case example of best practice on a regional Pacific basis (i.e.: a new SLM Best Practice case study report produced by UNDP). It was evident that different parts of the island were present at this event, including some representation from other parts of Santo (but sady not the Chief from Vilvil village who needed to see the benefits of the SLM project at first hand!).

To this end, a key conclusion is the need for any similar or future SLM project to ensure that the design of a “community demonstration site” MUST have the commitment of the local Chief to support it (and hence the respect of the community to its Chief!), plus it MUST have a clear exit strategy to ensure that the outputs of the community site are then given to individual family plots to help with their own livelihood security development. The community site will continue to be managed by all family units to ensure the plot “gives back” required crops for each family, and hence a regular “in-kind” return (of that land) to the Chief (or land owner) over time. This could be arranged (over time) as part of a new Kastom Governance Project as this could be designed to give power back to the Chief to run his community in the most efficient and sustainable way.

A final conclusion is the need for the Government of Vanuatu to accept responsibility for taking forward SLM within the country and hence needs to be better appreciated with customary land ownership and rights. If this is left to NGOs (e.g.: VANGO) then it is highly unlikely that (despite their tireless efforts) SLM will ever become mainstream in Vanuatu. This comment does not undermine the role of VANGO (who are experienced in undertaking GEF Small Grant Schemes that are doing some similar work at the community level). In fact, a project omission was to formally identify the role of VANGO in assisting towards making all major decisions for the project and particularly sign off on quarterly work plans before they go to the Steering Committee. It is, however, recommended that an update to the Land Sector Framework is undertaken in 2013 to include a specific section on the principles of SLM and in particular, the on-going work on Mama Graon which could bring together best case examples of SLM from around the Pacific region.

3. Lagatava Village, Pentecost (North)

NB: due to adverse weather conditions, the scheduled mission to North Pentecost was aborted on 20 May 2012. The following text is a précis of that presented within the MTR, supplemented (where possible) with additional information ascertained from a focused telephone interview with key community staff (interpreted from Bislama by William Ganileo).



Site Selection

The MTR evaluator (in June 2011) appeared sceptical over the selection of this site as it appears to have only been chosen because Lagatava is the home village of the National Coordinator. Whilst details on this aspect have not been interrogated as part of the TE, it can nevertheless be accepted, by the IC, that no detailed appraisal was carried out using techniques such as Multi Criteria Analysis (MCA) to select the preferred demonstration sites around Vanuatu). This should have been carried out at the Inception Workshop in 2008.

North Pentecost was, however, identified as a priority area because there is a relatively large population with limited flat land and significant farming occurs on steep slopes with risks of loss of soil and soil fertility. An alternative village was apparently proposed earlier on, the home village of the then DG of Lands. The Lagatava site does not satisfy an accessibility criterion as it is some distance off the island's road. It was for this reason that the decision was taken in May 2012 not to travel to Lagatava (heaving rainfalls experienced in northern and central Vanuatu on 19 May resulting in genuine accessibility issues to the site).

Visit findings (MTR visit in 2011):

The MTR mission spent three days at the site including a meeting with stakeholders in the communal house, inspections of project plots, nursery and custom gardens, and meetings with the wider community to discuss the proposed Yam Festival. At the meeting there were concerns raised from some in Lagatava village that the project was thought to be benefiting the Coordinator's family, and from some (from other villages) that all the resources were going into Lagatava and that there were no benefits for the wider area. One project plot was being used to experiment with different varieties and growing techniques for yams under the guidance of the Agriculture Department. Another at the start of the village had a variety of crops and trees and was trying some different approaches. Plots were well maintained and it was evident that the Coordinator and his family had looked after them well. The MTR concluded that the site would be better considered as an "experimental site" rather than a "demonstration" site as it appeared that no training for people from other parts of North Pentecost had been conducted there. We viewed the nursery where there were coffee plants (from Tanna) ready for planting and small sandalwood seedlings and a few other trees. Mahogany trees have been distributed from the nursery previously. We also saw corrugated iron, a water tank and timber (large planks and apparently there is more stored there) which was apparently to be used to build a guest house which would also serve to catch water for the nursery. There was a suggestion that project funds might be used for its construction.

The project did apparently start work related to a Customary Land Policy and Land Tribunals on North Pentecost. This was stopped at the instruction of the Council of Chiefs and it appears that the Coordinator received a traditional "fine" as a result. Proper traditional channels may not have been adequately used. The IC on the TE could not verify this point.



Discussions ensued regarding the coordination of the Penama Yam Festival in June 2011. This was to take place a site within the larger community of Atabalu. The budget for the yam festival was finalised by the Council of Chiefs, Agriculture & Forestry Departments. It is uncertain whether any UNDP project funds were allocated to the execution of the festival.

Key TE Evaluation Message

The following questions were raised during a specific telephone conversation (on Monday 21 May 2012) with the village community on Lagatava. (Ladies were interviewed as the men were in the field working).

- *What are the most important or significant achievements of the project for Lagatava village?*
- *What additional training needs to be undertaken for the community? Can the village now do this themselves?*
- *How likely is it that the new changes in land management can be sustained/continued on the island?*

The following commentary represents an amalgam of findings from existing documentation and the telephone interview held on 21 May 2012.

When asked about the *“most important or significant achievements of the project for Lagatava village”*, there is a clear response that the project has instilled a positive response in the community, resulting in improved crop and tree growing (agro-forestry) plus spacing for yam cultivation as trained by the National Coordinator. The frequency of land burning has reduced significantly and rarely happens now as the community now knows that this results on a loss of productivity.

When asked about *“what additional training needs to be undertaken for the community and could the village now do this themselves?”*, there was a mixed response. Training on fungus control was requested particularly on new trees planted. Whilst not training specifically, there was a request for the supply of new seedlings to replace those lost to chicken or damaged during planting. The idea of Lagatava people providing the training to other ideas was raised, but received a luke warm reception. Maybe with some more mentoring, this idea could be developed in the future.

When asked *“How likely is it that the new changes in land management can be sustained/continued on the island?”*, the response is that the community are delivering the principles of SLM right now. About 100 people are currently involved in delivering SLM land practices. This is made up people from the following villages:

- Lavusi;
- Lamoru;
- Lobuavatu;



- Agatoa;
- Angoro
- Asaratamata

It is with pleasure to record that the Yam Festival was a significant success and represented a good opportunity to widen the benefits of this work in North Pentecost. Upon gathering telephone interview evidence from the community, it is clear that social benefits have accrued from this event. Raising awareness of SLM principles and improved farming techniques being developed at Lagatava have been achieved through the community meetings, awareness events and gatherings to display the new SLM approaches being adopted. It was encouraging to note that two schools there present at one awareness raising event, which bodes well for project replicability and sustainability over the longer term.

The MTR recommended that an additional focus (in addition to yam cultivation on slopes) should be on developing agroforestry. Telephone interview findings add weight to this as there was a positive mood response to such a focus if additional funds are made available to spend on providing seedlings for distribution to farmers.

Both in Lagatavu (North Pentecost), and also on Malo Island (Espiritu Santo), perhaps the most encouraging outcome of the two demonstration project sites is the inclusiveness of the whole family unit when undertaking new cropping and sustainable land clearance practices. Culturally, the traditional “father to son” communication pathway of “how to manage the land” is slowly changing. Women are practicing (on Malo and at Lagatavu) SLM principles, which are being respected and adhered to by the husbands and elders of villages. The children are also experiencing both mother and father, in the field, planting yams in a more sustainable way as opposed to the traditional “slash and burn” techniques of old.

The Pentecost Yam Festival (July 2011) was a significant highlight event, whereby the National Coordinator encouraged women to talk about the new techniques they are being taught. This is often a “landmark” change in many villages. The womans’ “voice” is being heard and applauded within the community when they passionately talk about the new ways of land management. Examples of some discussions included how the National Coordinator effectively communicated how best to plant yams (i.e.: digging a 12 inch pit and, 1 m apart from the next pit, and refilling it with the excavated soil to aerate it prior to planting the yam). This approach was communicated as helping to improve the yield of yams and to avoid yams competing for nutrients in a confined space.

This, if nothing else, this awareness and communication of best practice, but the women of the community represents a significant project outcome, regardless of how small it may sound. Within future generations, the message of SLM raised by Yam Festivals in 2011, may have resulted in sustainable land management being the “norm” in Vanuatu.





APPENDIX E – LIST OF DOCUMENTS REVIEWED

- Andrew McGregor with Peter Kaoh, Laisene Tuioti Mariner, Padma Narsey Lal and Mary Taylor (2011) "Assessing the social and economic value of germplasm and crop improvement as a climate change adaptation strategy: Samoa and Vanuatu case studies" IUCN.
- Burton, D., Mustelin, J. and Urich, P. (2011) Climate Change Impacts on Children in the Pacific: Kiribati and Vanuatu technical report, a Climate Planning report commissioned by UNICEF.
- Butler, D (July 2011) UNDP/GEF Capacity Building for Sustainable Land Management (SLM) in Vanuatu Mid-term Evaluation – Final Report
- Performance Auditing Report of Sustainable Land Management Project, Corporate Services Unit, Min of Lands & Natural Resources – August 2010.
- Ganileo, W Strengthening the Capacity of Chiefs in Sustainable Land Management (2010)
- Ganileo, W Digital archiving, GIS Mapping of Land (2010)
- Ganileo, W "Land Degradation Assessments" (2009)
- Ganileo, W "Assessing the data types available at various Units and Departments within the Ministry of Lands and Natural Resources (2005)
- Ganileo, W "Report on Customary Land Workshop – Tanna Island (2010)
- Ganileo, W "Training of Adjudicators: Revisiting and making a difference" (2010)
- Ganileo, W "Report on Mainstreaming Workshop – Tanna island" (2009)
- Ganileo, W "Report of one week assessment on Garden Lands on North Pentecost (2010)
- Ganileo, W "Report on North Pentecost: Vanua Kastomari Land polisi discussions" (2009)
- Ganileo, W "Gaua Kastomari Land polisi" (2009)
- Ganileo, W (2010) "The Holiday Report: Why I need to do it"
- Ganileo, W and Blong L "Report on the White Grass Cattle Improvement – Tanna Island" (2009)
- Ganileo, W "Land Degradation Workshop, Council of Chiefs, North Pentecost" (2009)
- Ganileo, W "Report on Tanna SLM Workshop Customary Land Workshop – Tanna Island (2010)
- Ganileo, W "Report on Santo Trip" (2010)
- Ganileo, W "Report on Lagatava Nursery and Yam planting custom calendar Customary Land Workshop – Tanna Island (2010)
- Govt of Vanuatu (2009) National Action Program to address land degradation and mitigate the effects of drought. UNDP Sustainable Land management Project, Ministry of Lands.
- Govt of Vanuatu (2009) National Census of Population and Housing (2009) *Vanuatu National Statistics Office Ministry of Finance and Economic Management Port Vila, Vanuatu.*
- *Government of the Republic of Vanuatu (2011) Priorities and Action Agenda 2006 – 2015 (2011 Update: Re-committing to Reform to achieve "an Educated, Healthy and Wealthy Vanuatu".*
- *Independent Auditors Report to the National Project Director and the Resident Representative of the UNDP – Management letter for the period 20 July 2007 to 31 December 2010.*
- *KPMG (2011) Report of Financial audit by KPMG – May 2011.*
- Laws of the Republic of Vanuatu (1975) Foreshore Development (Chapter 90)
- Louise Munk Klint et al (2011) "Climate change adaptation in the Pacific Island tourism sector: Analysing the policy environment in Vanuatu. OI:10.1080/13683500.2011.608841.
- Naupu, A (2007) "Matrilineal Land Tenure on Vanuatu – case studies of Raga and South Efate"
- PACIFIC ADAPTATION TO CLIMATE CHANGE VANUATU REPORT OF IN-COUNTRY CONSULTATIONS
- Prime Minister's Office (September 2010) Millennium Development Goals 2010 Report for Vanuatu
- Republic of Vanuatu National Action Programme (NAP) 2009
- Government of the Republic of Vanuatu NATIONAL POPULATION POLICY 2011-2020 Department of Strategic Policy, Planning & Aid Coordination Ministry of the Prime Minister Port Vila Vanuatu June 2011.
- National Integrated Coastal Management Framework and Implementation Strategy for Vanuatu (2010) National Approach to Cooperative Integrated Coastal Management.



- REPUBLIC OF VANUATU ENVIRONMENTAL PROTECTION AND CONSERVATION ACT [CAP 283] Environmental Impact Assessment Regulations Order No. of 2011
- Tripartite Arrangement between Gov, AusAid and NZAid (2009)
- UNDP BHUTAN FINAL REPORT TERMINAL EVALUATION UNDP /GEF MEDIUM SIZED PROJECT ON BUILDING CAPACITY AND MAINSTREAMING SUSTAINABLE LAND MANAGEMENT IN BHUTAN
- UNDP Cambodia (2007) Capacity Building and Mainstreaming for Sustainable Land Management in Vanuatu Medium-Sized Project – Project Document.
- Vanuatu Land Sector Framework 2009-2018 (2009) Ministry of Lands and Natural Resources

Project (Various Reports)

- Report of the yam planting season 1-17th September – 14-19th September 2010(?)
- Pacific PIR"s for 2009 and 2010
- Quarterly Reports: Q1+2 2009, Q4 2009, Q1, Q2 and Q1,3 and 4 in 2010, Q1 and 3 in 2011
- Quarterly Financial Reports
- Penama Yam Festival proposal
- Annual Work Plans 2009,2010, 2011 and 2012
- Project Inception Report (2009)
- Minutes of 3 Steering Committee meetings



APPENDIX F – QUESTIONNAIRE USED AND EVALUATION CRITERIA

Evaluation Questionnaire

Project Formulation

- Were there any particular aspects of the project design that were either not relevant or not realistic?
- If the project was to be implemented again, are there any changes in project design and results framework that you would suggest?
- Were there any project risks that were not identified or adequately considered, and how could they have been better anticipated and managed?
- How relevant or useful has the project been to the national development priorities of the government?
- How effective and efficient was the project structure and organization in facilitating implementation? Would you have changed anything in hindsight?

Project Implementation

- What have been the major challenges or issues in implementing the project? What are the main reasons for any delays?
- Has annual work planning and budgeting been effective, and have disbursements been in line with annual budgets?
- What changes in project strategy were required during project implementation and what adaptive management measures undertaken? (basis for revised log-frames and responses to the MTR etc)
- Have the project modalities for delivery of activities through government agencies, NGOs and consultants been effective and efficient? What are the key factors that affected project delivery?
- How effective has project coordination and communication been within the project and with relevant stakeholders?
- Have the project monitoring indicators been effective and feasible for reporting on progress?

Project Results

- What are the most important or significant achievements of the project to date in relation to the original or amended project results framework?



- What expected results have not been achieved or are not fully satisfactory?
- What follow-up assessment of training program results has been undertaken? What gaps remain in staff capacity development?
- What changes in institutional capacity could be attributed to the project?
- Has the project had any unanticipated positive or negative results?
- How likely is it that the main results – capacity building, etc., can be sustained? What will be the effects of project closure? What preparations are being made for closure?
- What are the key lessons for future projects that have been learned during the implementation of the project?

Evaluation Criteria Matrix

Evaluation Components	Evaluation Criteria
Project Formulation	<i>Was the project design relevant, effective and efficient given the project objectives and expected results?</i>
1) Implementation approach relevance and effectiveness	<p>Consistency and contribution to GEF focal area objectives and to national development strategies;</p> <ul style="list-style-type: none"> • Stakeholder views of project significance and potential impact related to the project objective • Extent to which the linkages between activities, outputs and outcomes (objectives) were clearly established and understood • Changes in project circumstances that may have affected the project relevance and effectiveness
2) Country ownership at national and local levels	<ul style="list-style-type: none"> • Government involvement in the project management and completion of project outputs • Community willingness to engage in project activities and to contribute in-kind toward the project
3) Stakeholder participation in the project concept	<ul style="list-style-type: none"> • Extent to which relevant stakeholders were involved in project implementation, and any that in hindsight were overlooked • Gender equity strategy or measures adopted in the project
4) Replication approach viability in the project concept	<ul style="list-style-type: none"> • Consideration given to expanding and disseminating the approach in other parts of Vanuatu • Evidence of replication of project interventions/catalytic role
5) Cost-effectiveness of the project concept and modalities	<ul style="list-style-type: none"> • Reasonableness of the costs relative to scale of outputs generated



	<ul style="list-style-type: none"> • Efficiencies or inefficiencies in project delivery modalities
6) UNDP comparative advantage	<ul style="list-style-type: none"> • Efforts to utilize the strategic role of UNDP in supporting project implementation
7) Linkages between project and other interventions within the sector	<ul style="list-style-type: none"> • Efforts to coordinate or harmonize similar or complementary projects or programs that enhance project results
8) Project indicators quality and utilization	<ul style="list-style-type: none"> • Usability and usefulness of the project indicators • Accuracy of the indicators in measuring project results
Project Implementation	<i>Has the project been implemented in an effective, efficient and sustainable manner, consistent with the project design?</i>
9) Financial planning and co-financing	<ul style="list-style-type: none"> • Extent to which project disbursements occurred as planned • Extent of fulfilment of the agreed co-financing commitments • Financial reporting in accordance with UNDP and GEF norms
10) Execution and implementation modalities	<ul style="list-style-type: none"> • Stakeholder views of the effectiveness of the project organization and implementation approach • Timeliness of completion of annual work plans as scheduled
11) Monitoring and reporting process	<ul style="list-style-type: none"> • Implementation of an effective, operational monitoring system • Quality, objectivity, frequency and relevance of Project reporting
12) Project management arrangements	<ul style="list-style-type: none"> • Participants' understanding of roles and responsibilities • Effective management process that is able to respond to issues and needs during implementation (adaptive management) • Effective working relationships between members involved in the project management decision making
13) Management by the UNDP Country Office	<ul style="list-style-type: none"> • Timely and effective implementation of UNDP's role • Guidance and direction provided by UNDP staff on key issues • Identification of risks and management efforts to mitigate or manage risks
14) Coordination and operational issues	<ul style="list-style-type: none"> • Extent and quality of communication and information dissemination between project partners • Level of coordination and collaboration between relevant ministries and programs • Problems or inefficiencies related to coordination functions and integration of activities
Project Results	<i>Has the project achieved its objectives and contributed toward</i>



	<i>global and national biodiversity conservation and sustainable land management goals?</i>
15) Progress toward Objectives and Outcomes	<ul style="list-style-type: none">• Level of achievement of expected outcomes or objectives to date• Long term changes in management processes, practices and• awareness that can be attributable to the project
16) Achievement of Outputs	<ul style="list-style-type: none">• Level of completion of planned outputs• Quality and use of outputs completed
17) Sustainability project results	<ul style="list-style-type: none">• Degree to which outputs and outcomes are embedded within the institutional framework (policy, laws, organizations, procedures)• Implementation of measures to assist financial sustainability of project results• Observable changes in attitudes, beliefs and behaviours as a result of the project
18) Capacity building contribution to upgrading skills of the national staff	<ul style="list-style-type: none">• Measurable improvements from baseline levels in knowledge and skills of targeted staff/beneficiaries: rangers, technical staff, senior officials, community participants
19) Capacity improvements of the targeted management institutions	<ul style="list-style-type: none">• Measurable improvements from baseline levels in the planning and management functions of the responsible organizations that were targeted by the project



APPENDIX G – OVERVIEW OF CO-FINANCING AND LEVERAGED RESOURCES

The following table is taken from the Project Document (Section 2.3). This clearly outlines the name and amount of co-financed sources being contributed to the project.

5 Co-financing Sources				
Name of Co-financier (source)	Classification (Govt, NGO, multilateral, bilateral)	Type (cash on in-kind)	Amount (1000 US dollars)	Status (committed, confirmed, under neg)
Government of Vanuatu, MLNR	Government	In-kind	426	committed
SPREP	Multilateral	Cash	7.2	committed
AusAid	Bilateral	Cash	68	confirmed
		In-kind	5	confirmed
NZAid	Bilateral	Cash	90	confirmed
Sub-Total Co-financing			596.2	

The following table shows how the co-financed resources are to be used and for which Outcome.

GEF Outcome/ Atlas Activity	Responsible Party	Source of Funds	Amount US \$ (Year 1)	Amount US\$ (Year 2)	Amount US \$ (Year 3)	Amount US\$ (Total)
Outcome 1	GoV	SPREP	7200			7 200
		GoV	4000			4 000
		AusAid	18000			18 000
Outcome 2	GoV	GoV	10000	30000		50000
		GEF	30000	10000		40 000
Outcome 3	GoV	GoV	112000	112000	112000	336 000
		AusAid	50000			50 000
		NZAid	40000	50000	000	90 000
		GEF	130 000	160 000	26,600	310600
Outcome 4	GoV	GoV			10000	10 000
		AusAid			5 000	5 000
		GEF			25 000	25 000
Total (not including PDF-A or project administration and lessons learned)						945 800



From the Table above, taking the example of NZAid contributions, it is clear that US\$90,000 are allocated (in cash) for Outcome 3 delivery (US\$40,000 in Year 1 and US\$50,000 in year 2). The following letter is taken from the SLM Project Document (Section III: Additional Information – Part 1: GEF Operational Focal Point Endorsement Letter). It is of interest to note that NZAID have declared in their letter financial support to 2 separate projects, but not specifically this SLM project.

VU/NZ/8/48

Russell Nari
Director General
Ministry of Lands
PMB 9090
PORT VILA

27 September 2007

Dear Russell,

NZAID has now officially received two Government Investment Programme (GIP) proposals endorsed by the Ministerial Budget Committee (MBC) and submitted to NZAID for funding. These proposals are (i) Strengthening of the Vanuatu Customary Lands Tribunal (GIP#08C966) and (ii) Strengthening of the Information Technology Centre in the Department of Lands (GIP#08C766).

By way of this letter, I would like to confirm that NZAID intends to fund these two initiatives, subject to the development of detailed Activity Design Documents and negotiation and agreement with the Government of Vanuatu on NZAID's contribution to these initiatives. As we have discussed, we hope the design missions will be undertaken by the end of 2007 for the projects to commence in early 2008.

Kind regards,

Angela Hassan-Sharp
NZAID Manager
Port Vila

CC:

Thomas Bangalini, Sector Analyst, DESP
Victor Rory, Head, Aid Coordination Unit, DFA
Anna Naupa, Program Officer, AusAID

The Terminal Evaluation pursued this issue further, contacting NZAid directly. Their immediate response was received in an email to Jonathan McCue on 16 May 2012. This stated:

Dear Jon,

I am not aware of any financial contribution to the SLM project as shown in the budget on page 24, but confirm that we are supporting the Mama Graon project, which is what the letter



on page 54 now refers to. However, as I am no longer in Vanuatu, I am referring your enquiry to Mikaela Nyman who is the new Development Counsellor in Port Vila.

Yours sincerely

Sara Carley

Deputy Director Multilateral & Regional
International Development Group
Ministry of Foreign Affairs and Trade
WELLINGTON
Tel. + + 64 4 439 8407
www.aid.govt.nz

A follow up email confirmed the suggestion that NZAid has NOT contributed financial resources to the project (see email below).

Dear John,

I can only confirm what Sara Carley has already mentioned to you that I'm not aware of any financial contribution to the SLM. If you'd like to talk to someone who has been involved in a number of sustainable land projects as well as Mama Graon, then our Senior Development Programme Coordinator, Jimmy Nipo (copied in) would be available to meet with you on 24 or 25 May.

I have forwarded your request to him, as I'm flying out to Wellington this weekend. Jimmy will be back in the office on Monday and will respond to you with any further information.

Kind regards

Mikaela

Mikaela Nyman
Development Counsellor

New Zealand Aid Programme
Nga Hoe Tuputupu-mai-tawhiti

New Zealand High Commission Port Vila

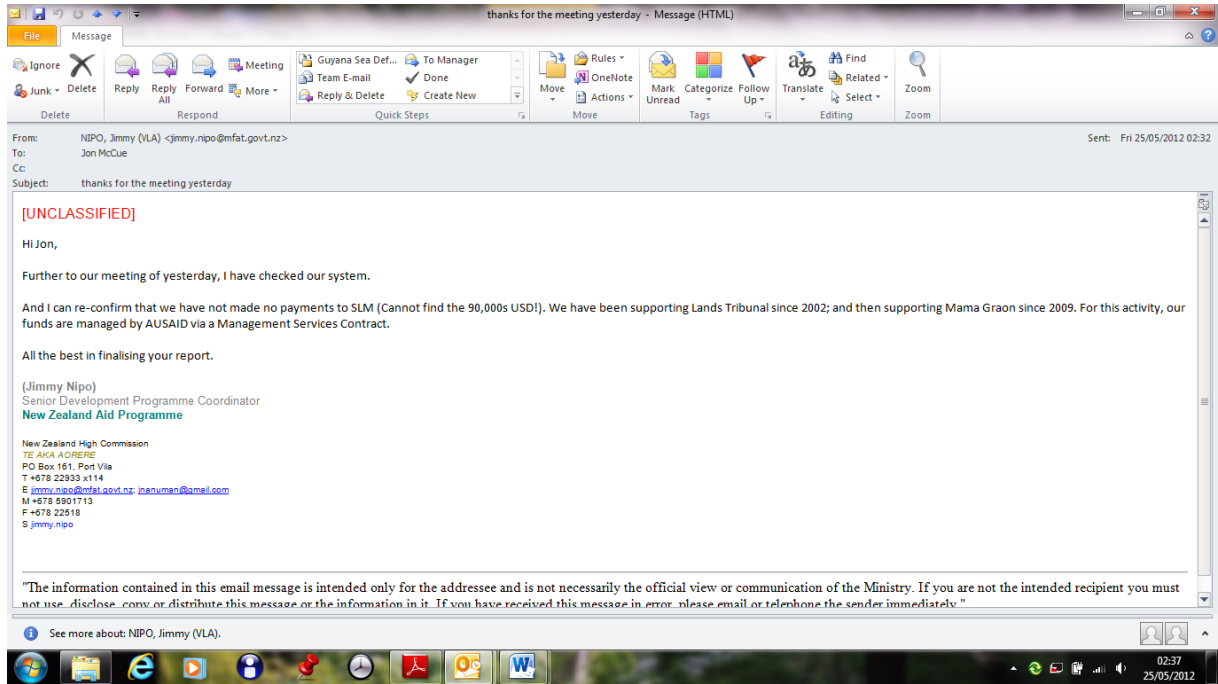
Tel: +678 22933 x 125
Mobile: +7796019
Fax: +678 22518

www.aid.govt.nz

A meeting was held with NZAid on 24 May 2012. Jimmy Nipo (new project officer in Port Vila) confirmed that it appears "a sum" of money was allocated to the DoL, but NOT as part of the SLM project (at the time of writing, Jimmy Nipo was looking into their accounts system to see whether any money was transferred to the DoL during 2009 and 2010 (as part of the Mam Graon project). The outcome of this was sent in an email on 25 May



2012 confirming that no money was passed to the SLM project.



This observation confirms the need for improved robust financial management and clarity of message from the Implementing Agency through to the donor funding agency. It appears that a considerable degree of confusion was caused during 2007/8 when both SLM and Mama Graon projects were being initiated.



APPENDIX H – SUMMARY OF EVALUATION FINDINGS

As set out in the project ToR, a rating scheme is to be adopted shall adhere to the recommended 6-point coloured scale as follows:

	Highly Satisfactory (HS), Indicator implies a successful achievement
	Satisfactory (S), Indicator implies a successful achievement
	Marginally Satisfactory (MS), Indicator implies an average achievement
	Marginally Unsatisfactory (MU), Indicator implies an average achievement
	Unsatisfactory (U), Indicator implies a below average achievement (attempted but never likely to be achieved)
	Highly Unsatisfactory (HU). Indicator implies a poor achievement (never attempted and never likely to be achieved)

An evaluation matrix (see Appendix F) is prepared and is based on the evaluation criteria headings (see above) and scope presented in the TOR, the project log-frame and the review of the key project documents. This matrix has been structured along the key evaluation criteria and includes all evaluation questions set out within the Survey Instrument (questionnaire – See Annex D). The purpose of Table H1 is to initially outline the approach being taken to assess performance/progress of the project since the Mid Term Evaluation and to determine “status of delivery” with regards to the agreed project outcomes and outputs. It serves as a general guide for the Terminal Evaluation and provides directions for the evaluation and is designed to provide overall direction for the evaluation.



Table H1 – Evaluation Matrix for the Terminal Evaluation for the “Building Capacity and Mainstreaming Sustainable Land Management in Vanuatu”.

Project Strategy	Output Titles	Measurable Indicators from Project Log-frame			Status of Delivery (colour coded and using criteria listing as set by UNDP)
		Indicator	Target	Progress Achieved (up to May 2012)	
Project Goal: <i>To contribute to mitigation of land degradation in particular through capacity development and mainstreaming of sustainable land management in Vanuatu.</i>					
Objective of the Project <i>To ensure that Government at the highest level considers the long-term environmental health of land resources and the adverse effects of land degradation when making economic and development decisions through capacity building for SLM horizontally across sectors and vertically from the individual landowner, to community leaders, to provincial and national governments, and the mainstreaming of SLM in development frameworks</i>					
Outcome 1 - Completion of the National Action Plan (NAP) for Combating Land Degradation.	Output 1.1 “Gender Needs Assessment”	1. Gender assessment Report; 2. Evidence of gender specific process for NAP development; 3. Evidence of gender dimension in NAP document	Complete NAP and adopt by end Q3.	AusAid consultant from PNG produced this. It is held by AusAid under a separate contract. The work was achieved but no copy was available to view at the time of the TE in the National Coordinators office	S
	Output 1.2 “Elaboration of NAP”	Final NAP document (including national policy on SLM) completed	1. Draft NAP Q1 2. Stakeholder consultation Q2 3. Final NAP prepared prepared on time, with full stakeholder participation Q2.	Work completed – 100 copies of the report were published and circulated to all Depts and Ministries and also placed on the UNCCD website (although upon inspection, the TE could not find it uploaded). Copies are in the three languages of English, French and Bislama. Discussions on the NAP were held on a national radio talk back show.	S
	Output 1.3 “Formal Adoption by Govt”	NAP developed and approved by Cabinet	Adoption of NAP by Q3.	Completed and accepted as a National Policy document in 2009.	HS
Outcome 2 - Mainstreaming of Sustainable	Output 2.1 “Integration of SLM principles into national	Economic Planners, Finance staff and planning department trained in use	Training for all economic planners and finance staff on how to apply economic	Meeting was held with Treasury, PSC, Ministry of Lands, Department of Lands in 2009. More recently, an attempt to link this	U



<p><i>Land Management</i></p>	<p>development plans”</p>	<p>of environmental economic analysis and use environmental economic analyses of land-use options in development planning and preparing economic or development policies and/or budgets. Revised National Development Strategies incorporate NAP and SLM objectives and strategies.</p>	<p>analysis to land use options</p>	<p>to the Vanuatu Priority Action Agenda (VPAA) has been made, however, no apparent tangible work on this target has been undertaken as this would require significant resources that have not been allocated by the SLM team. Bethuel Solomon (Department of Economic and Sector Planning (DESP) was to take this forward, but no evidence of this displayed to the IC. All efforts to integrate SLM principles into sector development plans appear not to have worked well. National Forestry Policy (as an example) fails to even mention SLM within it. Discussions were, however, held with sector analysts to include outcomes in PAA and PLAS.</p>	<p style="background-color: red; color: red;">U</p>
	<p>Output 2.2 “Integration of SLM principles into sector/thematic action plans through a process of awareness raising, training and policy review”</p>	<p>Number of sectoral plans and decisions on new developments and projects that consider SLM and include mitigation measures.</p>	<p>Land degradation issues are an explicit concern of sectoral plans, which is reflected throughout structure of document, not just add-on section</p>	<p>A Consultant was attempted to be engaged to clarify process to ensure SLM principles incorporated in VPAA planning process. The lack of funds meant that this consultant role could not be undertaken (meant to be at least 4 weeks work). The Projdoc clearly includes budget lines for consultants and so it is seen to be down to poor financial management that this consultancy exercise could not be undertaken. No concrete evidence but there has been ad hoc collaborations on sustainable forestry and agriculture.</p> <p>Some achievements do include the link with Mama Graon on the 20 resolutions of</p>	<p style="background-color: red; color: red;">U</p>



				<p>the land summit which has given priority in Good Governace under the Sustainable development and Land ownership themes</p> <ul style="list-style-type: none"> • Mama Graon on Kastom Land Policy documentation • Review of EMC Act • National Forestry Policy Reviewed • Land Use planning Guide lines produced • Ag sustainable Farming techniques expanded • GEF SGP on Ambae • Tanna island Abbattoir and holding site set up • Nursery development expanded by forestry • Farmers association and climate change support in yield increase and food security 	
	Output 2.3 “Harmonisation of SLM priorities between existing environmental frameworks”	Harmonized environmental frameworks	Each of the national environmental plans should either be amended or supplemented with a specific statement about how it articulates with the NAP/National SLM policy	The National Coordinator prepared an assessment of environmental procedures for review. Nothing was followed up on this matter. Upon discussion with the Director of Environment, the whole issue of strategic environmental assessment (which is a key tool towards harmonising SLM priorities within a strategic environmental context) is being discussed within the Dept of Environment and Conservation Business Plan for 2012. Emau meeting was held in 2012 to discuss harmonization of all environmental projects.	MU
	Output 2.4	Number of new projects and	By the end of the project,	An EIA Training Workshop was carried out for	MU



	<p>“Incorporation of land degradation issues into decision making processes for all new project proposals across all sectors”</p>	<p>activities approved under EIA process that considers SLM</p>	<p>approval of all new projects and changes of land use should be preceded by EIA process, and decision-maker should have regards to the recommendations of the EIA review</p>	<p>12 participants (all Govt Officers) under SPREP and Otago University for NGO and govt officials for any projects that comes in under govt for execution. Submission of SEA policy paper for council decision to establish SEA office in the DEPAC. Linking SLM with strategic environmental assessment (SEA) is positive although not taken forward during 2011/2012. The requirements of the existing EIA process, under the draft (July 2011) EIA regulations of the ENVIRONMENTAL PROTECTION AND CONSERVATION ACT suggest that any EIA must be carried out by “an independent registered consultant or consultants nominated by the Director and under the direction of the Director”. It is understood that despite adverts asking for firms to apply to be registered, this register is filled with only a couple of EIA qualified firms. This register MUST be more robust to allow DEC to have the choice of good EIA suppliers and to encourage SLM principles to be incorporated into any EIA finding.</p>	
<p>Outcome 3 - Capacities developed for sustainable land management</p>	<p>Output 3.1 “Legal framework for promoting SLM is enhanced”</p>	<p>Improved enabling environment to support implementation of SLM strategies and activities compared to pre-project period.</p> <p>Sectoral and environmental legal reform analysis</p>	<p>All NGOs working on community based resource management and livelihoods include some discussion of SLM.</p>	<p>Work undertaken separately under the Mama Graon project. The actual outcome of this exercise cannot categorically be seen as satisfactory as there is still plenty of work to undertake to make this implementable in Vanuatu.</p> <p>Positive outcome recorded on the SGP.GEF work on Ambae (soil erosion control small</p>	<p>MS</p>



		prepared, identifying areas of weakness, conflict, overlap; Amendments or replacement laws prepared and either enacted or submitted to Parliament.		grant project (VANGO run) plus also the Aneityum rehabilitation program by NZAID. The latter is ongoing using village people as implementers	
	3.1.2 Improved enabling environment to support implementation of SLM strategies and activities compared to pre-project period.	Compliance review of existing land leases completed to identify deficiencies in the current regime and establish a longer-term compliance framework.	Individuals demonstrating the application of new skills acquired as a result of targeted capacity building activities implemented through the SLM MSP	<p>Project on tasks of drafting Kastom Land Policies was passed to the Dept of Physical Planning. Drafting a new Lands Act would be a major task for this SLM project considering the resources available. This is being done as a review of Customary Land Policy and review of 18 land laws under the Mama Graon project. SLM work of preliminary drafting Kastom Land policies seen as contributing to this process. Work assisted by island council of chiefs in Gaua, North Pentecost and Tanna. A Legal reform analysis (Q3) was undertaken which listed and presented copies of Bills, Acts of relevance. Other achievements include:</p> <ul style="list-style-type: none"> • SLM and VSTLRI assisted on this together • Three customary land policies were developed as a start for land act drafting • Assisted land tribuna officers to conduct tranings in Tanna, Pentecost, Gaua and Santo • Policy was developed on standardization of lease conditions (yet to be accepted by GoV) • GIS policy was drafted and accepted 	MS



				<ul style="list-style-type: none"> Meeting and training for municipal and govt officials on SLM principals 	
3.1.3 Review and amend Foreshore Protection Act	Relevant agencies (planning, agriculture, forestry, environment) have legal mandate to implement and enforce SLM requirements in the foreshore area.	<i>Foreshore Protection Act</i> reviewed and new Bill adopted by Parliament, and made available on internet via Paclii by Q8		This is a separate task facilitated by Physical Planning Unit. Was listed in Prodoc as subject to AUSAID co-financing. Specific amendments have been made to the Act with regards to customary rights on the foreshore and nearshore areas to the reef.	S
3.1.4 Review and reform legal regime for customary lands administration	Relevant agencies (planning, agriculture, forestry, environment) have legal mandate to implement and enforce SLM requirements for customary lands	Information and reforms enable smooth operation of customary lands administration		This activity seems to have been taken on individually by coordinator – not well linked to Malvatamauri. Budget was for a workshop but no indication that this happened. SLM project provided funds for LT officials to take people to Tanna, Gaua, Santo and North Pentecost. Despite this, LT activities and locations (decisions) remain to be problematic. LT is now at Malvatamauri facility. The project did set up land tribunals in North Pentecost, Gaua, Tanna.	MU
3.1.5 Draft standard SLM conditions drafted for all new leases.				Done – copy of questionnaire not obtained Draft Standardization of leases has been produced. Circulated questionnaire for public to give views on how leases were done. However, response was not good. The Coordinator has indicated that a workshop was held to review the draft policy.	S
3.1.6 Review and amend Environmental Management and Conservation Act to ensure EIA requirements apply to		New laws and amendments – Online legal database - Paclii (Pacific Island Legal Information Institute)		This was done and reviewed legally and changes accepted by parliament. – work completed	S



	activities contributing the land degradation				
	Output 3.2 “Institutional capacity for implementing SLM legal framework is enhanced”	<p>1. Improved information base and management, including digitizing and archiving, GIS mapping of customary land, community boundaries, and land leases.</p> <p>2. Effectiveness of Department of Lands administration and enforcement in fulfilling its statutory obligations</p> <p>3. Effectiveness of the VEU (or Department of Environment) to oversee and enforce EIA obligations for new leases, changes in land use; and any other activity likely to contribute to land degradation</p> <p>4. An overarching national agency with specific responsibility for SLM is designated</p>	Agency identified and adequately resourced to Competently implement SLM activities.	The Mama Graon project (using AusAid funds) appears to be taking this issue further. Progress however appears slow and so this TE is unable to evaluate in detail. Mapping of customary boundaries remains a very contentious issue so unrealistic for this project within its timescales. A copy of draft GIS policy was not able to be reviewed. (Coordinator has said he would supply this but not forthcoming)	U
	3.2.2. Effectiveness of Department of Lands administration and enforcement in fulfilling its statutory obligations.	Effectiveness of Department of Lands administration and enforcement in fulfilling its statutory obligations	<p>Database accessible to public.</p> <p>Staff profiles, annual reports, user surveys.</p>	Trainings associated with scanning technologies provided to give better public access to documents. This is still work in progress but significant progress appears to be made so far.	MS
	3.2.3. Appropriated		VEU staff profile and	VEU recruited EIA compliance officer and	MU



	qualified staff recruited to VEU to enhanced EIA compliance VEU recruited EIA compliance officer and other technical people were engaged.		departmental budgets, number of projects that have been reviewed by VEU. % of landowners satisfied with the administration of land matters and resolution on lands disputes.	other technical people were engaged.	
	3.2.4 Government designates overarching national agency with specific responsibility for SLM, establishes operational and communication protocols			Spoke with certain individuals including taking them to project sites (particularly on Malo). However, there was no official designation to government agencies. This was discussed by evaluation team in its two stakeholder workshops (11 and 21 April 2010). DoL seen as the appropriate home for SLM, but in close liaison with Environment (as UNCCD focal point) and Agriculture/Forestry (implementing work on the ground)	MS
	Output 3.3 “National decision makers’ knowledge and understanding of SLM and land degradation issues is improved through training, workshops, dissemination of materials.	1. Information materials are prepared 2. Training workshops conducted 3. Provincial premiers and officers receive information booklets and training on ecologically sound and economically profitable land management	1. Materials prepared, with specific sectoral guidance 2. Three national training sessions for senior public Servants 3. One training workshop for each provincial authority	No specific materials produced, one or two workshops to introduce project at outset, but no specific training workshops done. Huge amount of work required noting that there are six provinces. No properly targeted workshops supported by appropriate materials have occurred. Workshops that have taken place gave an initial broad introduction to the project. Brochure (3.3.1) produced but its audience response to it is uncertain	MS
	Output 3.4 - “Landowners, women	1. Percentage of Vanuatu chiefs, women, and	1. Training programs are conducted in every	Only one or two individual trainings aimed at farmers have occurred. This is a large task and	MS



	and traditional leaders capacity to implement SLM in day-to-day land management is enhanced particularly in vulnerable areas and with vulnerable groups through technical training and local and national knowledge networks.	communities benefiting from education about their rights over their customary lands and sustainable approaches to land management implemented in a culturally- and gender appropriate and financially sustainable manner. 2. Evidence of chiefs taking leadership role in community-level land use planning. 3. Evidence of NGOs and CSOs active and effective in supporting community-level SLM practices. 4. Sustainable agricultural practices and guidelines prepared by DoA	province (by DoA or NGOs), for chiefs, women, and general landowners 2. Four community land use plans developed, led by community traditional leaders. 3. At least two NGOs include an SLM dimension to their Community education or Sustainable livelihoods programs, and document progress 4. At least 2000 brochures printed and distributed.	something too big for the SLM project to ever demonstrate progress on. It would be a huge task to deliver training to this large audience, and particularly in a way that led to a change in behaviour. Despite this, about 7 villages on north Pentecost plus many more on Malo are using SLM practices now. In addition, a policy is drafted to assist the chiefs in SLM plus there was preparation of a Tanna Tribal Land boundaries initiative. This output includes the work at field sites which is evaluated separately in the next section. Clearly work did not proceed along the lines proposed. Some meetings held initially with Malvatamauri – outcomes remain unclear. Brochures produced on sustainable farming and yam cultivation. Training workshops for all six provinces	
Outcome 4 - Medium Term Investment Plan	Output 4.1 – “Identification of specific on the ground investments required in the medium to long term”	SLM needs are identified, costed and their funding is planned and secured	SLM needs are identified, costed and their funding is planned and secured by the end of the project	This is to be produced as a draft and sent through to SPREP in June 2012 (early drafts not reviewed by the TE). National Coordinator is to visit SPREP in Samoa in June 2012 to validate the IFS details and from that, submit the IFS to GoV.	HU
	Output 4.2 – “Development of a Medium Term Investment and Resource Mobilisation Plan (MTIRMP) for	MTIRMP prepared, including prioritization of investment needs and identification of potential funding sources.	MTIRMP document prepared by Q10	National Coordinator is currently working on the NAP alignment work for the IFS. He has been on a training course in Fiji (2009) to understand the process of delivering IFS.	U



	continuing the promotion of SLM”				
	Output 4.3 – “Analysis of sources of funding including national and provincial resources, and donor funding and discussion with donors on resource mobilisation”.	Sources of funding Report	Discussions with at least four Donors Provisional support for funding obtained by Q11	Some progress has been made through setting up research contracts with nationals to start gathering information on co financing arrangements for the IFS. There were awkward payment issues for these researchers, with monies being made available through the redistribution of funds from other projects to pay them their monthly salaries	MS
	Output 4.4 – “Adoption of MTIRMP by Council of Ministers and funding secured”	Elements of the investment plan for which funding has been secured % of surveyed/targeted land-users, NGOs, private sector with information on and access to the financial mechanism with the Mid-term Investment plan.	Financing for at least four major elements of the investment plan has been secured by Q12 Land users, NGOs, private sector have access to funding as part of the financial mechanism under the mid-term investment plan.	This is the IFS which is due for completion in July 2012.	HU



APPENDIX I - MTR (JUNE 2011) RECOMMENDATIONS - AN ASSESSMENT OF PROGRESS UP TO MAY 2012

The following table has extracted the “General Findings” and “Specific Recommendations” (as re-named by the IC for this TE) presented within the MTR to demonstrate any project progress made on each Recommendation since August 2011 (the time of formal acceptance of the MTR). The TE mission started in May 2012, resulting in a 10 month window for potential progress to be recorded. This table therefore reflects what progress has been made on the recommendations proposed, plus summary reasons (interpreted by the IC following specific consultation) as to why progress may/may not have been achieved.

<p>General Finding 1: The work of the evaluation team was constrained somewhat by the unavailability of several key staff for meetings particularly the Project Manager (Director of Lands – on extended leave).</p>

<p>No progress – it was declared by the new UNDP Programme Officer that the weakest link of the project appears to be the Implementing Partner (DoL). Internal politics and the change of Directors was seen to be key. >10 changes within the DoL have been recorded. The result is that with different Directors comes different views and this causes instability within a department. Comments overheard in meetings (during May 2012) implied that the DoL is verging on “bankruptcy” and may not be in existence by July 2012.</p>

<p>General Finding 2: The project as designed in the project document was unrealistic. Delivery has been slow in Vanuatu for multiple reasons, but UNDP shows that Vanuatu is one of 3 countries showing the best progress in 2010.</p>
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<p>No progress – it is apparent that the project was designed with minimal consultation with Govt and local stakeholders. The design process was very “top down” as opposed to “bottom up”. As a result, there was minimal “ownership” of the projects outcomes at the community level and is seen to be one of the contributory reasons for the failure of the Vilvil demonstration project on Santo.</p>
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<p>General Finding 3: The project is still very relevant to Vanuatu and land-owners appear “hungry” for guidance on how to manage their land more productively and sustainability. The project has not yet had much impact, but it can do so if a major focus is now placed on workshops for farmers and production of information and awareness materials.</p>
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<p>No progress - Since July 2011, there has been minimal (if any progress) to better engage the local communities, or even to raise the awareness of the SLM project</p>
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within Govt. The main reasons given for this (by the National Coordinator) has been linked to the lack of financial disbursement from UNDP Fiji to the project. According to the National Coordinator, not funds have been released to Vanuatu since the 3rd quarter of 2011. For this reason, any effort to produce awareness raising materials has not taken place. Another reason appears to be the lack of coordination or desire to take forward the project message from the DoL, Dept of Forestry or Dept of Agriculture. Efforts to improve outreach via the media (e.g.: Television Blong Vanuatu and Vanuatu Broadcasting Television Corporation– VBTC) have never been undertaken which is a pity as this could have proven a very cost effective approach to widening the awareness of SLM.

General Finding 4: Urgent re-commitment and renewed leadership is required – from Department of Lands in particular. A functional PEG and NSC are essential including closer involvement of UNDP – feasible now that a Program Officer, Donald Wouloseje, is stationed in Vanuatu. We were pleased to see Acting Director, Lands and his staff agreeing at our final stakeholders meeting to provide the leadership required.

Progress made - Donald Wouloseje, now stationed in Vanuatu, attempted to revive the NSC in a direct response to the recommendations set out in the MTR. Formal letters were sent to key partner agencies to better engage them in the process. A workshop was arranged under the leadership of Albert Williams in Sept 2011. Whilst there is evidence of 3 other meetings since that time, one cannot conclude that the existence of the NSC made any difference to the visibility of the project, nor on the improved programming of outputs. Minutes of meetings held during the latter half of 2011 and into 2012 have not been reviewed by the IC at the time of writing.

General Finding 5: There is a need to re-engage with other Government Departments and NGO"s to complete the work and assist with longer-term sustainability.

Progress made – meetings have been held with VANGO to better engage NGOS into the SLM project where possible. It is uncertain whether better synergies between VANGO and GoV have been made as a result of this project. Key NGOs involved include "Live and Learn" and those associated with the GEF Small Grants Project. It is evident that in the early stages of the project, the Environment Department were "no shows" on the political arena on SLM matters. This has improved somewhat through the engagement of Albert Williams as National Project Manager.

General Finding 6: Community commitment to demonstration sites has been variable and some changes to these are proposed. We recommend abandoning the Vilvil site, putting an increased effort into Malo, no further work on Tanna, and developing some additional nurseries in Gaua and neighbouring island.



Progress made – no further work has been committed to Vilvil village due to the lack of focus and commitment provided by the Chief and community. However the inherent reason why there was poor engagement of the Vilvil community was due to a lack of clarity of the project purpose. Greater time was needed in the community to convince them of the benefits that SLM can provide over time. The short term gain approach was only seen by certain members of the community and the Chief. Malo effort was kept to a few key agricultural research assistants and so became manageable. Also the “bottom up” approach adopted made the outcomes of the demonstration project more successful. The strategy to adopt a more “streamlined” approach to managing the demonstration site came as a direct consequence of the failures at Vilvil. Another is the fact that minimal consultation was carried out with the Provincial Government to communicate the purpose of SLM with them.

General Finding 7: We have questioned the appropriateness of some of the apparent expenditure at the Coordinator’s home village Lagatava but support the holding of a yam festival in that district. We recommend that the project supports no further work on developing customary land policies or trying to map customary land boundaries. In general, tighter management controls are required over expenditure and activities.

Determining the benefits of whether the National Coordinator purposely set up a Demonstration Project in his home village has to be judged against the success or failure of the project. On one hand, it may appear a little underhand to select a location, close to the heart of the National Coordinator, so that benefits may be generated to it using UNDP funds. However, without the guidance of an effective NSC, the Coordinator has had to make quite and decisive decisions to make sure that at least something positive came out of the UNDP investment. Therefore, the IC believes that the Coordinator should be applauded for taking the initiative and using locations where he could at least guarantee a degree of success. Without transparent techniques adopted at the Inception Workshop stage to help select appropriate demonstration sites, then it is argued that the Coordinator was in every right to select a location that could demonstrate some positive successes. No further work was carried out on developing customary land policies in 2011 / 2012, as this is being designed more fully under a separate initiative project (DoL led) using Mama Graon funds (AusAid). With regard to tighter management controls over expenditure and activities, the ICs main conclusion here is that UNDP have been “over-zealous” on this matter, denying the disbursement of funds to Vanuatu since 3rd quarter 2011. This tight reign has resulted in the lack of progress on many matters identified as possible actions within the MTR (see General Finding 8 below).

General Finding 8: We recommend that an administrative assistant is always provided for in such projects unless reporting requirements change.

No progress – the lack of fund disbursement has not assisted here, however, it appears that the National Coordinator had been advised to not spend the limited budget



left on an Assistant. Remaining funds should be targeted towards completing the Integrated Finance System report (IFS). It is understood that the Coordinators wife was proposed (by the Coordinator) as a possible Project Assistant. When this was refused (ie: needing to follow UNDP procedures instead), no further effort to recruit an Assistant was made into 2012.

General Finding 9: Several shortcomings in UNDP’s management of the project are identified. Its work planning system has insufficient detail and there were enough issues raised by the Coordinator for a one-off mission to Vanuatu to have been carried out by programme staff in the first year. It is hard for such staff to run a project without visiting the country. There were surprising inadequacies in the project document including no letters from major co-financers and confusing project management arrangements.

No progress – the UNDP Fiji Environment Coordinator has still not visited Vanuatu at any time during the project. It was seen as a real opportunity (following the MTR) for such a mission to be planned and to get UNDO Fiji better engaged with the project. This failed to materialise. There seems to be a significant oversight with regards to the US\$90,000 promised by NZAID. The IC has interrogated this and it appears that no budget has been released for the project. The IC is trying to establish reasons for this at the time of writing.

General Finding 10: Need to produce awareness materials together with workshops to introduce these to the full range of stakeholders. This should help to ensure that SLM initiatives continue beyond the end of the project. PROGRESS ON THIS?

No progress - due to lack of leadership and vision from the NSC, the National Coordinator has not been able to have the authority to spend any available budget on awareness materials at the end of the project. The implication of this is that the project legacy will be minor.

General Finding 11: Need to determine who is to pull together the lessons learned from all the evaluations being conducted by UNDP and how will GEF will take these into account in the design and management of future projects?.

This is likely to be UNDP Bangkok once UNDP Fiji have been able to compile all TE Reports.



SPECIFIC RECOMMENDATIONS TAKEN FROM THE MTR

Recommendation 1: Review the 'start date' system and consider moving the start of the 3 years from date of signing to date of inception workshop.

Progress?

This is the responsibility of UNDP Fiji – no change recorded at time of writing TE. UNDP (at the time of the Inception Workshop) did not specify the qualifications of the person to assist in the Inception Workshop. Emma Walsh represented UNDP Fiji in December 2008, but left shortly afterwards. Although post event reports were prepared, the continuity link between Vanuatu and UNDP Fiji was lost after that time.

Recommendation 2: Donors should be wary of imposing too many design components (e.g. the 4 outcomes for SLM) on countries in developing global programmes. Countries should be given as much flexibility as possible to design activities that will work for them towards the achievement of global objectives.

Progress?

Point is developed further in the TE report. The idea of establishing a "Work Shadow" meet for new National Coordinators, ahead of their own Inception Workshop is put forward as a positive recommendation for UNDP to consider on similar MSP type projects.

Recommendation 3: Require the timely delivery of the Inception Report within 3 months of project signing – possibly before second quarter funding is released for the project.

Progress?

Point is developed further in the TE report.

Recommendation 4: Carry out further awareness-raising aimed at key stakeholders

Progress?

No progress - Since July 2011, there has been minimal (if any progress) to better engage the local communities, or even to raise the awareness of the SLM project within Govt. The main reasons given for this (by the National Coordinator) has been linked to the lack of financial disbursement from UNDP Fiji to the project. According to the National Coordinator, not funds have been released to Vanuatu since the 3rd quarter of 2011. For this reason, any effort to produce awareness raising



materials has not taken place. Another reason appears to be the lack of coordination or desire to take forward the project message from the DoL, Dept of Forestry or Dept of Agriculture. Efforts to improve outreach via the media (e.g.: Television Blong Vanuatu and Vanuatu Broadcasting Television Corporation– VBTC) have never been undertaken which is a pity as this could have proven a very cost effective approach to widening the awareness of SLM. There is no project website and the lack of guidance due to there being no active Project Director has resulted in lack of direction. Awareness raising in the communities takes at least 3 weeks at a time. There was never the budget properly set aside for this for the National Coordinator to properly take forward SLM communication with Chiefs.

Recommendation 5: A PEG as proposed should be established urgently and work to guide the project in its vital final year.

Progress?

No progress - Point is developed further in the TE report. The main finding is that the focus of the National Coordinator in 2012 was to spend most time on producing the IFS which was apparently communicated to UNDP Fiji, though no correspondence came back from Fiji to endorse this approach.

Recommendation 6: Project Coordinator and UNDP Program Officer (Vanuatu) should meet with the Acting Director, Lands and brief him in detail on the project using the Prodoc and the work plan suggested in the MTR report.

Progress?

Carried out via new UNDP Programme Officer in Port Vila in Sept 2011.

Recommendation 7: UNDP needs to clarify the situation regarding Project Coordinator salary pay and consider whether an adjustment is needed to get it in line with other similar positions such as the IWP Coordinator (past), GEF Small Grants Scheme Coordinator (present) and the GEF-UNEP Invasives Coordinator

Progress?

No progress or comment from UNDP Fiji on this matter.

Recommendation 8: When a Coordinator is appointed the Project Manager should sit with him/her and review skills and experience against the TOR. Where gaps are identified, specific training or back-stopping should be requested from UNDP.

Progress?



No progress or comment from UNDP Fiji on this matter. However, an interesting parallel story arose regarding the delayed payments to a support contractor (Joseph) who was employed to assist the National Coordinator to collect data for the IFS. His contract was for 4 months starting in Feb 2012. As of May 2012, he has not been paid by UNDP Fiji (exact contract not seen by the IC) however he has been paid through an emergency project reallocation undertaken by the GoV (otherwise legal proceedings were being brought onto GoV.)

Recommendation 9: An administrative assistant is a necessity in projects like this and should be included as a funded role in the project document and a TOR provided.

Progress?

No progress – the lack of fund disbursement has not assisted here, however, it appears that the National Coordinator had been advised to not spend the limited budget left on an Assistant. Remaining funds should be targeted towards completing the Integrated Finance System report (IFS). It is understood that the Coordinators wife was proposed (by the Coordinator) as a possible Project Assistant. When this was refused (ie: needing to follow UNDP procedures instead), no further effort to recruit an Assistant was made into 2012.

Recommendation 10: An effective NSC be established as soon as possible to guide the project in its final year and sustain SLM initiatives beyond that. A task force or working group under the Mama Groan Programme Management Committee (MGPMC) has been proposed.

Progress?

Point is developed further in the TE report.

Recommendation 11: Establish a Northern Working Group to advise on and assist with work in Sanma, Penama, Torba Provinces with representatives from provincial staff of Agriculture, Forestry, NGO's and Provincial Governments.

Progress?

This was only ever set up on an ad hoc basis. It was never formally arranged. Since July 2011, the National Coordinator has only ever visited the Demonstration sites in Santo and Pentecost once (due to budget issues). That visit was to take down the UNDP project sign at Vilvil village.



Of note is that the National Coordinator engaged (via a non contracted arrangement) an agricultural support expert to help undertake an initial issues analysis fact finding exercise to help with the design of a Northern Working Group. Upon provision of all monies up front, the individual never delivered the end product, feigning illness and was “struck off” as sick, failing to deliver any output. A clear lesson of poor contractual management was shown here by the National Coordinator. It is uncertain whether UNDP Fiji were ever made aware of this matter.

Recommendation 12: Reports need to be completed every quarter. One excuse for not reporting was that minimal work occurred in a period and in this situation UNDP needs to know this so they can take some action.

Progress?

Training of National Coordinators has not happened and not initiated by UNDP Fiji (for any SLM project around the Pacific). All quarterly reports are passed to UNDP Fiji. It is understood that the National Coordinator failed to accept the formal standard reporting format for the project and adhered to his own format. This approach could have helped produced a simple “Lessons Learnt” report format at the end of the project.

Recommendation 13: Appoint a replacement for the Assistant as soon as possible and provide initial training as this role is necessary for this vital last year of the project. UNDP Project Officer, Vanuatu to carry out an ‘exit’ interview with the Assistant to obtain guidance on issues that particularly need addressing by the replacement.

Progress?

No exit strategy template has been set up. A meeting with Rebecca Bull is being arranged by the IC to learn more about project implementation issues.

Recommendation 14: No further resources should be put into Vilvil village site at present because of lack of work and commitment by the landowner and village.

Progress?

The Agriculture and Forestry Departments are not interested in providing further support at this location. Attempts should be made to utilise the site for awareness-raising e.g. for the nearby school. Chief Bulegon and a teacher from that school should be invited and assisted to attend the Open Day proposed for the Malo Island site on Santo in an effort to restore commitment. Although invited, this never happened.



Recommendation 15: There has been a request for a fence to keep pigs out of the plot and this should be provided by the project with guidance from Agriculture Department. The Department wishes to hold an Open Day at this site and this is strongly supported. Agriculture Department has requested the establishment of a further site on Malo and has developed a budget. It will only requiring fencing against cattle. We strongly recommend that this is supported based on the success seen to date.

Progress?

No progress – the lack of funds even meant that a US\$200 roll of chicken wire, that could have been highly effective at Malo, could not be purchased.

Recommendation 16: The project should support the Penama Yam Festival with significant funding as a good opportunity to widen the benefits of this work in North Pentecost. It needs to ensure that the opportunity is maximised to raise awareness of SLM and the farming techniques being developed at Lagatava through the production and circulation of awareness materials. The two schools there present a particular opportunity. One focus (in addition to yam cultivation on slopes) will be on agroforestry and we suggest that funds are spent on providing seedlings for distribution to farmers attending.

Progress?

Penama Yam Festival took place and was a success.

Recommendation 17 : Pass work on Land Policy on to others in land sector.

Progress?

DoL are undertaking work on Kastom Land policy as part of the Mama Graon project. Customary land maps are being produced under a separate project.

Recommendation 18: SLM project should undertake no further work on Tanna leaving Forestry and Agriculture Department's to continue any initiatives there.

Progress?

No further work undertaken on Tanna.

Recommendation 19: We support UNDP's initiative to seek updates on progress but discussion is now needed with Bruce Jefferies at SPREP. More guidance is needed before the Coordinator can be expected to do any work on this and he should be advised as soon as possible what work he is to undertake, if any.



Progress?

A meeting is planned in Apia, Samoa with SPREP to take forward the IFS and to advise on its content. This is likely to be in June 2012.

Recommendation 20: An investigation should be carried out to identify all the funds spent on materials at Lagatava and where these materials have been used or stored. We consider that a small amount of timber and iron could be used to create a water catchment connected to the tank that has been bought for the nursery. Any use of remaining materials needs to be explicit and agreed by UNDP or these should be re-imbursed to the project.

Progress?

Copies of the Combined Delivery Reports for each year are being requested by UNDP Programme Officer in Vanuatu.

Recommendation 21: Co-finance letters should contain enough detail so that contributions can subsequently be assessed.

Progress?

Being pursued through meetings with NZAID (see Appendix G)

Recommendation 22: Develop more detailed AWP's for the final year of the project

Progress?

2012 AWP has been finalised and was accepted in Feb 2012. Compliance to exactly what was expected is reviewed within this TE.

Recommendation 23: The Environment Programme Associate (EPA) should visit each country project within its first year, or at the end of this to conduct a Tripartite Review. This is particularly important if there are significant concerns

Progress?

The EPA has not visited Vanuatu as part of the SLM Project.

Recommendation 24: UNDP Program Officer (Vanuatu) should visit one or more field sites over the next few months coinciding with project work.

Progress?



Budget constraints have meant that the National Coordinator has only visited the demonstration sites once since July 2011.

Recommendation 25: UNDP needs to keep a closer eye on the project in the final year to ensure changes in management and approach, as recommended in the MTR. Need to see a set of clear milestones established and checked off by UNDP based on the recommendations of this report that are accepted

Progress?

No clear progress or evidence of change from UNDP Fiji on this matter.

Recommendation 26: If a Global Support Unit is to be set up for a global programme like this it needs to be resourced for long enough to support those countries which need that support the most – i.e. those that are slow in starting and completing their national projects.

Progress?

Not set up, there would have needed to be a specific training programmed aligned to this so that the messages could be relayed back to key staff (and the NSC) in Vanuatu.

Recommendation 27: The extension to the project should only be re-confirmed once a detailed work plan is developed, endorsed by a steering committee and approved by UNDP



Appendix J – Travelife Sustainability System Criteria

The move towards greater social and corporate responsibility and improved environmental performance is being addressed strategically by the tourism industry by new accreditation schemes, such as Travelife, which is seeking to help to tourism sector by making progress in two areas:

- internal management procedural improvements of the direct impacts of tourist operations. (This may include the sourcing of organically produced foods etc)
- Working with “sustainable suppliers”; accommodations, transport operators, car hire outlets, visitor attractions, excursions and ground operators in destinations.

Travelife have embarked on a global campaign to develop sustainable tourism practices through the introduction of a new Supplier Sustainability Handbook – A Preferred Code of Environmental and Social Practice. Within this Handbook are a wide range of issues, some are not relevant to tourism sector in Vanuatu whilst other are. Most of the recommendations specified in this guide are simple to implement. Travelife therefore recommends the adoption of a flexible approach according to the destination and size of the business.

Whilst no specific mention is made of sustainable land management within the Travelife checklist criteria, the emphasis on sustainability and communication is, nevertheless, highly relevant and dovetails nicely with setting actions that the private sector can understand. It is recommended that the appropriate aspects of the Travelife criteria (as set out below) are considered by the Ministry of Tourism in Vanuatu and also by the DECP to see how this could be instilled into existing environmental regulatory compliance for hotel developments



Travelife Sustainability System Criteria

Please note that the criteria are under a two-stage consultation review and may be subject to change when this concludes in July 2012.

Introduction to the Travelife Sustainability System Criteria

The Travelife Sustainability System is made up of the following criteria which focus on environmental and social issues.

The criteria in yellow are mandatory and their requirements must be met if a hotel or an accommodation is to achieve a Bronze Travelife award or above.

To achieve a Silver Travelife award, hotels and accommodations must meet additional mandatory criteria (marked in blue), as well as the Bronze mandatory criteria (in yellow).

Additionally, to achieve a Gold award, hotels and accommodations must meet additional mandatory criteria (marked in orange), as well as the Bronze (in yellow) and Silver (in blue) mandatory criteria.

The other criteria are optional and achievement of their requirements - in addition to the mandatory ones - will contribute to properties achieving a Travelife award.

Travelife Criteria

	ORGANISATION, REPORTING & MANAGEMENT	YES	NO	N/A	COMMENTS / DETAILS
02.01.01	Does the business have a written policy document that specifies its aims towards the environment (for example, to minimise its environmental impacts)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.01.02	Are one or more individuals within the business designated with responsibility for managing environmental issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.01.03	Are regular (at least annual) progress reports made on environmental issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.01.04	Is the business currently a member or participant in an environmental forum (e.g. a green business club or waste minimisation club)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	If YES, please name:
02.1.05	Have planning procedures as specified in the country in which this business is based been followed for any new developments undertaken either in the last five years or planned to take place in the next two years?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	ENERGY MANAGEMENT	YES	NO	N/A	Comments / Details
02.02.01	Is the business actively engaged in achieving a reduction in energy consumption and costs?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.02.02	Is energy efficient lighting installed in at least 50% of areas AND is it effective?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	If N/A, alternative actions should be noted
02.02.03	Is there evidence of (or a policy of purchasing) low energy equipment such as large electrical machinery (fridges, microwaves, cookers etc)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	RENEWABLE ENERGY	YES	NO	N/A	COMMENTS / DETAILS
02.03.01	Do the regulations in your country specify that you must buy all of your energy from a specific energy supplier (for example, a Government owned energy generation company)?	<input type="checkbox"/>	<input type="checkbox"/>		
02.03.02	Are renewable sources of energy captured on site and used? (e.g. the sun, wind, bio gas or other non-fossil source)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.03.03	Is renewable energy purchased for use on site?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



WATER MANAGEMENT		YES	NO	N/A	Comments / Details
02.04.01	Is the business actively engaged in achieving a reduction in water consumption (also reduces costs)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.04.02	Are water saving devices fitted to reduce water consumption. These devices may include any or all of the following: flow restrictors, aerators, percussion (push) taps or limiters on water pipes?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.04.03	Are employees regularly reminded to save water?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.04.04	Is grey water recycled and treated appropriately before use?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.04.05	Are energy saving taps (e.g. mixer or temperature controlled) fitted to ensure water is delivered at the temperature it is required?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.04.06	Are low flush WCs fitted or water saving devices installed into WCs?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Do irrigation systems for the hotel grounds and gardens have any of the following features :				
02.04.07	Use treated waste water	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.04.08	Have timing devices fitted to minimise operating times or have a procedure to follow for manual watering.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.04.09	Have moisture sensors fitted to ensure they water on demand	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.04.10	Work on a system that delivers water to plants below soil level	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
WASTE WATER MANAGEMENT		YES	NO	N/A	Comments/Details
02.05.01	Is all waste water discharged from your business treated to meet national regulatory standards?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Does the establishment dispose of all waste water to:				
02.05.02	On-lot septic tanks/soakaways	<input type="checkbox"/>	<input type="checkbox"/>		
02.05.03	Package treatment plants	<input type="checkbox"/>	<input type="checkbox"/>		
02.05.04	Connections to public sewers, effluent conveyed to waste water treatment plant	<input type="checkbox"/>	<input type="checkbox"/>		
02.05.05	Sewage treatment lagoon system	<input type="checkbox"/>	<input type="checkbox"/>		
02.05.06	Any other (please specify)	<input type="checkbox"/>	<input type="checkbox"/>		
WASTE MINIMISATION AND MANAGEMENT		YES	NO	N/A	Comments/Details
02.06.01	Is the business compliant with national waste regulations?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.06.02	Is the business actively engaged in achieving a reduction in the volume of solid waste produced (this also cuts associated waste disposal costs)?	<input type="checkbox"/>	<input type="checkbox"/>		
02.06.03	Does the business know where the solid waste it generates is disposed of?	<input type="checkbox"/>	<input type="checkbox"/>		
02.06.04	Are there facilities in the destination to recycle solid waste?	<input type="checkbox"/>	<input type="checkbox"/>		
02.06.05	Is recyclable or re-useable waste separated from non-recyclable or non-re-useable waste?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	If the answer to RT01.06.05 is "YES" which of the following is true?				
02.06.06a	Glass is recycled	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.06.06b	Paper and/or cardboard is recycled	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.06.06c	Plastic is recycled	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.06.06d	Metal is recycled	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.06.06e	Specific items are re-used (give details)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



03.01.02a	Are all employees given specific training about these policies through: An induction programme when they start work	<input type="checkbox"/>	<input type="checkbox"/>	
03.01.02b	Other staff training which aims to integrate these policies into the business	<input type="checkbox"/>	<input type="checkbox"/>	
03.01.02c	Staff posters, general staff e-mails or other less formal means	<input type="checkbox"/>	<input type="checkbox"/>	
03.01.03a	Are one or more individuals within the business designated with responsibility for managing: The welfare of employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.01.03b	Local community relations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.01.04a	Are regular (at least annual) progress reports made on: Employee related issues and employee management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.01.04b	Local community relations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.01.05a	Is the business currently a member or participant in: A business association (e.g. the local hotel association)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.01.05b	A community forum (e.g. chamber of trade/commerce)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.01.05c	A sustainable tourism programme	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
				If YES, please name:
	TREATING PEOPLE FAIRLY	YES	NO	N/A
03.02.01	Apart from owner(s) and any business partners does the business employ staff?	<input type="checkbox"/>	<input type="checkbox"/>	
03.02.02	Do all employees of this business have formal written contracts of employment?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.02.03	Is the staff turnover no higher than the national average?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.02.04a	Are employees : Free to enter their employment through their own choice?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.02.04b	Free to leave their employment when they choose without penalty?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.02.05	Are employees paid at least a living wage or a wage equal to the national legal minimum wage?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.02.06	Do working hours comply with national or international law or benchmark industry standards, whichever affords employees most protection?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.02.07	Is overtime paid (when time is not given back as lieu)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.02.08a	Are employees awarded benefits beyond their legal entitlement such as free uniforms (recognising different cultural needs e.g. a choice of skirts or trousers for women employees), free laundering of uniforms, free meals, sick pay, maternity/paternity pay, extra compensation (in addition to legal or insurance entitlement for injuries at work), access to opportunities to develop their skills (e.g. language classes, continued professional development, annual training reviews), free transport for staff working unsocial hours or other recognised benefits not listed. Only one benefit can be identified	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.02.08b	Between two and four benefits can be identified	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.02.08c	More than four benefits can be identified	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
03.02.09	Are there documented disciplinary procedures in place and are staff aware of them?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



02.06.07	Is food/bio-matter composted or recycled?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.06.08	Does the business minimise waste by buying in bulk?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.06.09	Does the business purchase cleaning materials with low environmental impact?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.06.10	If refrigeration equipment utilises CFC's (chlorofluorocarbons) or HCFC's (hydro-chlorofluorocarbons) as its coolant does the business: Identify which equipment utilises CFC's/HCFC's	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.06.11	Repair damaged equipment as quickly as possible	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.06.12	Have a replacement plan for equipment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
NATURE CONSERVATION AND BIODIVERSITY		YES	NO	N/A	Comments/Details
02.07.01a	Does the business actively contribute to the upkeep of the natural environment by: Corporate donation (e.g. by donating money per lobster meal sold)	<input type="checkbox"/>	<input type="checkbox"/>		
02.07.01b	Donations (e.g. through a weekly guest raffle or staff pay roll giving schemes)	<input type="checkbox"/>	<input type="checkbox"/>		
02.07.01c	In kind support through activity (e.g. by organising a beach clean up using staff volunteers)	<input type="checkbox"/>	<input type="checkbox"/>		
02.07.01d	Other (please specify)	<input type="checkbox"/>	<input type="checkbox"/>		
02.07.02	Is the business actively engaged in minimising the use of chemicals known to cause damage to health and/or the environment? (see attached list for chemicals considered by international regulation to have the potential to harm human health/the environment)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
NURTURING UNDERSTANDING		YES	NO	N/A	Comments/Details
02.08.01	Does the business provide customers guidance on environmental protection in the destination (e.g. protecting turtle nesting sites, the importance of barbequing only in dedicated areas, etc)	<input type="checkbox"/>	<input type="checkbox"/>		
ACCOMMODATION PROVIDERS ONLY		YES	NO	N/A	Comments/Details
02.09.01	Are automatic devices installed into guest rooms to switch off air conditioning or control heating when windows are opened?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	If N/A, alternative actions should be noted.
02.09.02	Are key card systems or other devices used to switch off electricity when guest rooms are vacated?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	If N/A, alternative actions should be noted.
02.09.03	Is there a system in place for reducing the number of towel changes in guest rooms? (e.g. Signs for guests to encourage use for more than one day or number of towel changes limited through a schedule)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
02.09.04	If there are signs inviting guests to retain towels rather than change them, is this system supported by appropriate training within the housekeeping department to ensure the procedure is followed?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ORGANISATION, REPORTING & MANAGEMENT		YES	NO	N/A	COMMENTS / DETAILS
03.01.01a	Does the business have a written policy document that specifies: The way in which it aims to treat the people it employs (for example, from the health and safety of employees through to upholding equal opportunities and other fundamental human rights)	<input type="checkbox"/>	<input type="checkbox"/>		
03.01.01b	The way in which it aims to integrate into the community in which it is based and cooperate on any significant local issues which impact the business. (for example to support initiatives which benefit from customer awareness such as child protection or drugs)	<input type="checkbox"/>	<input type="checkbox"/>		



03.02.10	To enable good employee relations does the business have a means through which staff may make representation to senior management about key employment issues?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
03.02.11	If there is a trade union or similar organisation for the tourism and hospitality industry in this country are employees allowed to join if they so wish?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
03.02.12	Does the business ensure that people are not discriminated against with regard to employment and access to training and senior positions?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
03.02.13	Is there an effective complaints procedure through which employees may raise grievances (including those about harassment) and seek redress?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
03.02.14	Are any children under the age of 14 working within the business?	<input type="checkbox"/>	<input type="checkbox"/>		
03.02.15	If so, are there special working times and conditions for children under the age of fourteen?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	CHOOSING SUPPLIERS	YES	NO	N/A	Comments/Details
03.03.01	Does the business actively choose locally produced goods in preference to imported ones wherever possible?	<input type="checkbox"/>	<input type="checkbox"/>		
03.03.02	Does the business actively choose local suppliers of goods and services (can be answered yes even if some of their products are imported)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
03.03.03	Does the business promote local products and services to guests, by recommending, guides, restaurants, markets, craft centres?	<input type="checkbox"/>	<input type="checkbox"/>		
	BENEFITING COMMUNITIES AND VULNERABLE GROUPS	YES	NO	N/A	Comments/Details
03.04.01	Does the business allow use of services or facilities by the local community (even if at a cost) which would not otherwise be available (e.g. a swimming pool, health suite, conference venue)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
03.04.02	Where facilities (e.g. beaches) were in public ownership prior to the establishment of the business, do local people still have access to those facilities for legitimate uses? (e.g. fisherman retaining access to launch areas, local trades-people being provided with appropriate stall space etc)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
03.04.03	In areas where children need protection from tourism related sexual exploitation is the business actively committed to ensuring they are protected on the premises?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
03.04.04a	In areas where tribal people live, are there processes in place to ensure: Traditional access rights across land are maintained	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
03.04.04b	Indigenous people are not discriminated against as employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
03.04.04c	Indigenous people are invited to be involved in any communications about their culture.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
03.04.05	When new developments/extension of activities are proposed, does the business actively consult with people, including employees, local residents, local businesses, local authorities and indigenous communities where relevant?	<input type="checkbox"/>	<input type="checkbox"/>		
03.04.06a	Does the business actively contribute to the upkeep of the community by: Corporate donation (e.g. to local community projects)	<input type="checkbox"/>	<input type="checkbox"/>		
03.04.06b	Donations (e.g. through a weekly guest raffle or staff pay roll giving schemes)	<input type="checkbox"/>	<input type="checkbox"/>		



03.04.06c	in kind support through activity (e.g. participating in community action groups)	<input type="checkbox"/>	<input type="checkbox"/>		
03.04.06d	Other (please specify)	<input type="checkbox"/>	<input type="checkbox"/>		
NURTURING UNDERSTANDING		YES	NO	N/A	Comments/Details
03.05.01	Does the business provide customers guidance on: Appropriate behaviour and protocols outside the hotel (e.g. nude bathing, dress codes, local regulations regarding alcohol consumption)	<input type="checkbox"/>	<input type="checkbox"/>		
03.05.02	Does the business provide information to customers to encourage them to explore the destination beyond the boundaries of the property?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	





APPENDIX K – TERMINAL EVALUATION 2 PAGE SUMMARY

The following 2 page summary document was presented at the “TE Findings Workshop” to Vanuatu stakeholders on 24 May 2012.

2012

UNDP/GEF “Capacity Building and Mainstreaming for Sustainable Land Management (SLM) in Vanuatu” Project

Terminal Evaluation De-brief: 24 May 2012
Jonathan McCue (International Consultant)

This project is a co-funded initiative by the Government of Vanuatu and UNDP under the UNDP-GEF LDC Small Islands Developing States (LDS-SIDS) Portfolio Project. Its aim is to strengthen local and national capacity for Sustainable Land Management (SLM) including completion of a CCD National Action Plan (NAP) for combating land degradation, capacity building and strengthening legislative and policy frameworks; mainstreaming into national development strategies and policies; and the development of a Medium Term Investment Plan and its resource mobilisation. The project has sought to collect, acquire and generate good quality land resource information and raise awareness of land administrators and users of better land use management technologies through research, technology transfer, training, generation and compilation of reliable data. The Project had a total of US\$1,096,200 of which US\$500,000 was sought from GEF. To access and harness the lessons learnt to date, the UNDP is now undergoing a Terminal Evaluation of the project (TE). This was done through an integrated project approach of information gathering, formulation and reporting during May 2012.

APPROACH

As part of this Terminal Evaluation (TE) interviews have been conducted and data is collected from all key stakeholders in Vanuatu between 14-25 May 2012. The key findings which include feedback and input from regional stakeholders are being evaluated to draw out the lessons learnt and required action points. To gain greater insight into and understanding of the programme the following evaluation headings have been used to review the process: **project formulation, project implementation and project results**. This has resulted in a number of informed lessons learnt and recommendations for review by UNDP Fiji. A Final Report on all points shall be complete by June



TE of the UNDP-GEF “Capacity Building and Mainstreaming for Sustainable Land Management (SLM) in Vanuatu” Project

A. Terminal Review process

Information gathering: was done through face-to-face interviews in Vanuatu (14-25 May 2012), as well as an initial desk study on available reports and studies previously undertaken.

Formulation: Evaluation criteria were used (as part of an overarching matrix) to streamline the comments of the key stakeholders to identify key themes that emerged from the evaluation.

Reporting: results are assessed according to the evaluation criteria. Recommendations and lessons learnt are then drawn out.

B. Project accomplishments

The main project accomplishments are listed below:

- Over 500 people exposed to training and workshop related events
- NAP completion
- Gender Needs assessment was completed using AUSAID funds
- Mama Graon on the 20 resolutions of the land summit has given priority in Good Governance under the Sustainable development and Land ownership themes
- Mama Graon on Kastom Land Policy documentation produced
- Review of EMC Act undertaken and updated
- National Forestry Policy Reviewed
- Land Use planning Guide lines produced
- Agriculture sustainable Farming techniques expanded
- GEF SGP project successfully undertaken on Ambae
- Tanna island Abbettoir and holding site set up
- Nursery development expanded by Dept of Forestry
- Successful Yam Festival events held in Malo and Pentecost
- Communities changing their land management ways !

C. Lessons Learnt

- The Project Document scope was too demanding. Unrealistic achievements and outcomes set out at outset;
- Make SLM “future proof” in Vanuatu;
- Better use of GIS Mapping to convey SLM to Communities;
- Improve Partnership Mechanisms for SLM delivery;
- Train National Coordinators on effective UNDP Project Management;
- Need to create the correct political enabling environment for SLM in Vanuatu;
- Set up Cross Departmental Working Practices to make SLM Work;
- Ensure Appropriate Financial Mechanisms are set up within key Departments;
- Enforce an improvement within GoV on communication and engagement between sectors;
- Diversify Donor Alliances and reliance on any one donor;
- Make sure co-financing donors actually contribute their share!
- There needs to be better policy review of customary rights and land ownership.

D. Factors influencing Performance to date

- Start up problems and mobilisation issues in 2008;
- Poor National Steering Group commitment;
- Instability caused by DoL Director “vacuum”;
- Political engagement and willingness to follow SLM procedures set up;
- Capacity of good staff in each Ministry and UNDP to devote time to SLM issues;
- Project component design and expectation management;
- Lack of guidance for the National Project Coordinator;
- DoL staff capacity and expectations on National Coordinator to make project decisions”;
- Limited use of international consultant deployment (despite budgets being available).



Stakeholder Quotes (May 2012)

“...This is the project that will never come out of the minds of the people”

“the roadmap is set for SLM....”

“SLM will not be leaving a legacy...”.

“...the child has stood up and is now making its first steps”

“...its because of this project that Vanuatu now has a platform from which to manage its land in a

Project Evaluation Scores

Sustainability: Moderately unsatisfactory

Achievement of objectives/outcomes: Moderately satisfactory

Implementation Approach:

Stakeholder Participation: Moderately satisfactory

Monitoring and Evaluation: Unsatisfactory

Recommendations for SLM

Need to cross fertilise SLM successes across the Pacific

Ensure Demonstration Site Selection is Transparent and uses a transparent approach to decision making such as MCA

Introduce the idea of establishing a “Work Shadow” meeting for new National Coordinators.

Improve SLM Visibility amongst Government of Vanuatu

Gain National Acceptance of the Project Scope

Promote SLM as part of the strategic environmental assessment framework

Better integrate “Kastom” land regulations with future land use

Produce a “Best Practice SLM Guide Book”

Improve research links with University of South Pacific (USP)

Improve SLM into Schools and the Church

Improve the link between SLM and Climate Change Adaptation

Create a SLM Planning Guidance Manual for GoV to implement.



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