

Evaluation Report

Evaluation of Pacific Climate Change and Migration
Project:

*“Enhancing the Capacity of Pacific Island Countries to
Manage the Impacts of Climate Change on
Migration”*

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Acknowledgements

This evaluation has been informed by the views of approximately 36 people from UN agencies, regional organisations, development partners as well as government officials and civil society in the three countries targeted by the Project for national activities (Tuvalu, Nauru and Kiribati). The evaluator is very grateful for their cooperation in the information gathering and for the time they gave generously to the evaluation process, particularly those individuals who organised key informant interviews, often on short notice.

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Executive Summary

Background

This evaluation has been commissioned by ESCAP for the EU-funded Pacific Climate Change and Migration Project (PCCM) or (the Project), which it is implementing in partnership with ILO and with support from UNDP.

The overall objective of the PCCM Project has been to develop the capacity of Pacific Island Countries to address the impacts of climate change on migration through well-managed, rights-based migration schemes and policy frameworks, supported by comprehensive research and knowledge building. The three key result areas for the project aimed at achieving this objective are: increased awareness of the impacts of climate change on migration; increased capacity within Kiribati, Nauru and Tuvalu to plan and implement national policies on migration; and strengthening regional knowledge and policy dialogue on the impacts of climate change on migration, including labour migration. The three countries in the region that are most vulnerable to the effects of climate change – Tuvalu, Nauru and Kiribati – were targeted for assistance with developing tools and capacity development to enable them to better predict and manage the challenges posed by climate change and its impact on migratory flows.

Purpose and Scope

The purpose of this final evaluation has been to assess the implementation and outcomes of the Project. It has focussed on the achievement of Project outputs and their contribution to planned outcomes and includes forward-looking recommendations on how to build on the achievements of the project and to ensure that they are sustained by the relevant stakeholders. It has taken a results-based approach, based on standard OECD DAC criteria - relevance, effectiveness, efficiency, and sustainability. The project has also been assessed from both gender equality and human rights perspectives (as cross-cutting issues). The scope of the evaluation was the PCCM Project, and its outcomes, outputs and activities over the three and a half years it functioned. The evaluation considered both regional activities and those delivered at the national level (Tuvalu, Nauru and Kiribati).

Methodology

ESCAP's regional and national partners were encouraged to participate in the evaluation fully, both to ensure accountability and to demonstrate transparency. The evaluation's focus has been the government ministries targeted by the Project as well as workers' and employers' organisations, civil society and regional organisations. The evaluation design

enabled disaggregation of data by gender, role (government, development partner, NGO, project personnel – Project partners and contracted staff), as well as by country.

In general, the mixed methodology, which included a desk review and semi-structured interviews with key informants, along with observations in the field, was designed to ensure the participation of as many different stakeholder groups as was feasible in the time available and to deliver a robust set of findings, adequately triangulated. Responses to semi-structured questions and observations from documentation and the field were given equal weight in a five-scale rating to provide a numerical assessment of each of the four criteria.

Main Conclusions

Overall, the interventions undertaken by the PCCM project have contributed to an increase in the protection of Pacific Islanders who are vulnerable to the impacts of climate change displacement for the beneficiaries and target countries, achieving its three main objectives outlined below:

Objective 1: Improving knowledge on migration and the projected impacts of climate change on migration;

Objective 2: Enhanced national capacities in Tuvalu, Nauru and Kiribati to address the impacts of climate change on migration; and

Objective 3: Improving regional knowledge sharing and cooperation

These achievements were measured by the evaluation criteria that are highlighted in the TOR for this evaluation. Achievements are highlighted below:

Relevance

The Project was highly relevant. Prior to its inception, there was a clear need for an enhanced understanding of the effects of climate change on migration at the regional level, but particularly in the three target countries. The household surveys carried out at the starting of the project and the data gathered spoke directly to the identified need for regional understanding on climate change induced migration and also contributed to national understanding of the issue to the extent that the findings influenced various national policies in the target countries, including on labour migration. The development of the *Climate Change and Migration Issues in the Pacific, Compendium of Legislation and Institutional Arrangements for Labour Migration in Pacific Island Countries* and the *Guide for Policymakers and Statistics Organizations in the Pacific* contributed to providing baseline information and understanding on what the region is facing and doing to address the issue. In responding to national needs, the project provided support for the hosting of a national summit to create a space for exchange of views and ideas on the issue. This

process contributed to the formulation of the National Climate Change Policy. In Tuvalu, the project contributed to the midterm review of the National Climate Change Policy and, in Nauru, the project supported the development of the National Employment Policy and Labour Market Analysis report.

Efficiency

Implementation involved significant administrative inefficiencies – mostly delays – in getting the Letter of Agreements signed between ESCAP and the three target countries and therefore the late disbursement of the seed funds for the countries to implement national level activities. Otherwise, the budgetary provision including the seed funds, engagement of technical expertise including ILO and UNU to develop regional and national reports and support from the project management unit in providing expert advice contributed to the efficient and successful implementation of all planned activities in a sustainable manner to achieve the overall objective of the project.

Effectiveness

Despite significant delays in the case of some activities and outputs, the overall objective of the project and the three key result areas were successfully achieved. In the case of improved knowledge, the publication of the *Compendium of legislation and institutional arrangements for labour migration in Pacific Island Countries* and the research report on *Climate Change Related Migration Issues in the Pacific* contributed to the identification of hot spots for climate change related migration. The economic, social, cultural and psychological costs associated with climate related migration were identified and so were the gaps in understanding the impacts of climate change on migration in the Pacific. In terms of enhanced national capacity, a Guide to International Labour Migration Statistics was developed, labour market research capacity building conducted, situation analysis of employment carried out in Nauru, community attitude surveys with provision of data for the three target countries undertaken and country action strategies to improve the management of climate change induced migration were developed.

To strengthen regional knowledge and policy dialogue on the impacts of climate change on migration, the project supported a High-Level Dialogue on Climate Change Induced Migration held in Kiribati, Tuvalu hosted the Coalition of Atoll Nations to Climate Change (CANCC) meeting and a regional meeting on climate change migration was hosted in partnership with the Pacific Islands Forum Secretariat to create a space for dialogue on the issue of climate change induced migration. The project also developed communications and visibility products to create awareness on the issue and to inform on what the project is doing in the region to address the issue. As a successful pilot, the Project lends itself to being up-scaled to a wider group of countries in the Pacific region, while continuing to build on the gains made to date through continuing capacity development at the national level in the target countries.

Sustainability

Many of the resources produced by the Project live on through national strategies and other policy documents that have been mentioned above and developed by beneficiaries. Given the Project's success at the regional level, further initiatives are warranted, including progressing the Action Plan developed at the Regional Framework on Climate Migration and Displacement dialogue in Suva in December 2016.

Going forward, there is a need for a national level implementation partner with mandate and capacity – the ideal partner would be UNDP, as had been originally anticipated.

Gender and human rights

National initiatives need to balance migration with adaptation and mitigation measures. This will require flexibility to respond to the revised approaches of some leaders, something that more focus on migration as a human right during the Project would have facilitated.

An express gender and human rights lens would have improved the effectiveness of the Project – other than the community attitudes survey, this would have involved a more participatory approach, including more extensive consultation at the national level before project outcomes, outputs and activities were crystallised, as well as explicit attention to vulnerable groups such as “trapped” populations and persons with disabilities.

The successful community attitudes survey highlighted the different ways in which migration, including climate change induced migration, is experienced by men and women. This should inform future initiatives on climate change induced migration.

Main Recommendations

- National level activities can be up-scaled and replicated in other Pacific island countries including the Republic of the Marshall Islands, the Melanesian countries and Samoa who have shown keen interest in the project.
- Human rights and gender approaches emphasise inclusive participation and that women should be consulted at the design stage of any future proposals, particularly those women most vulnerable to the impacts of climate change – those with disabilities, those women among the “trapped populations” etc. In recognition that the community attitudes survey indicated some migration decisions relating to women are made by men, women should be consulted separately, either individually or via their civil society representatives such as national councils of women.

- Add a human rights-based approach to design and implementation of national/regional activities to ensure participation by vulnerable groups (particularly the “trapped populations” identified during the community survey especially women), empowerment and protection against discrimination, as well as transparency and accountability.
- Continue Pacific Migration Strategy initiatives flowing from the dialogue in Suva in December 2016, particularly the four key activities identified in the Action Plan, taking a human rights-based approach that recognises the needs and rights of vulnerable persons.
- Continue other regional climate change induced migration initiatives based on the profile the PCCM Project has built on the issue, in conjunction with such Pacific regional bodies as currently, especially PIFS, SPC and the various regional environmental initiatives.
- Support the development of a regional human rights based legal framework on climate change displacement; assist the Tuvalu government (on request) in its advocacy for a UN General Assembly resolution on climate change displacement and, if so requested, the Fiji government in developing its proposal for a Human Rights Council resolution on Human Rights and Climate Change, particularly in regard to migrants and persons displaced across international borders in the context of the adverse impacts of climate change.
- Implementation of future climate change and migration projects to involve the same partners as the current PCCM Project and to include IOM and GIZ. Given its comparative advantage, UNDP to be invited to extend its involvement to reconsider an implementation role at the national level (with cost-recovery).

List of Acronyms

CANCC	Coalition of Low Lying Atoll Nations on Climate Change
COP	Conference of the Parties (climate change meetings)
CTA	Chief Technical Adviser
EU	European Union
FGD	Focus group discussion
GCCA	Global Climate Change Alliance
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
IOM	International Organisation for Migration
NPO	National Project Officer
NSDS	Nauru Sustainable Development Strategy
OECD DAC	Organisation for Economic Co-operation and Development Assistance Committee
PACE-SD	Pacific Centre for Environment and Sustainable Development
PCCM	Pacific Climate Change and Migration Project
PIFS	Pacific Island Forum Secretariat
PIC	Pacific Island Government
PSC	Project Steering Committee
RSE	Recognised Seasonal Employer
SDRP	Strategy for Climate and Disaster Resilient Development in the Pacific
SPC	South Pacific Community
SPREP	Secretariat of the Pacific Regional Environment Programme
TANGO	Tuvalu Association of NGOs
TNCW	Tuvalu National Council of Women
ToR	Terms of Reference

UN	United Nations
UNDP	United Nations Development Programme
UNU	United Nations University
US	United States of America
USP	University of the South Pacific

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1. Introduction

1.1 Background and Context

This evaluation has been commissioned by ESCAP for the EU-funded Pacific Climate Change and Migration Project (PCCM), which it is implementing in partnership with ILO and with support from UNDP.

As PCCM's recently developed Concept Note on regional mechanisms notes:

“Throughout the Pacific, households and communities are already experiencing the effects of climate change in many ways including incremental sea level rise, saltwater intrusion, coastal erosion, drought and other environmental disasters. Regardless of whether climate events are slow-onset or sudden, they have significant impacts on the human rights and security of Pacific people, including the right to food, water, shelter and development. In response to these breaches of rights, households and communities in general are limited to two options to respond to vulnerability: adapt or migrate. Of crucial importance is the capacity of Pacific Island governments to prevent, assist and intervene in securing people's rights. Strong State capacity to protect and assist vulnerable populations will greatly enhance the opportunities for communities to make informed choices. There is currently a widespread absence of policies in the region for protecting the rights of people impacted by climate change and this is compounded by gaps in international law for addressing climate or environmentally induced displacement. to address the needs and human rights of migrants and displaced.”

It is in this context that the € 2,387,156 PCCM Project was developed and funded by the EU (including € 477,432 in kind from the Project partners). The Project commenced on 7 June 2013 and was due to end on 6 June 2016. It was later extended to 31 December 2016 with a no-cost extension.

The Project covers the Pacific Island countries of Federated States of Micronesia, Kiribati, Nauru, Republic of Marshall Islands, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu, with a focus on the most vulnerable countries (Tuvalu, Kiribati and Nauru)

Specific objectives:

- Objective I: To build a knowledge base on migration flows, policies and practices in the region, and the projected impacts of climate change on migration, including labour migration;

- Objective 2: To enhance national capacities to address the impacts of climate change on migration in the PICs most vulnerable to the impacts of climate change; and
- Objective 3: To improve regional knowledge sharing and cooperation on the issue of climate change-induced migration and labour migration

These objectives respond to the needs identified in the Project document, which can be summarised as follows:

- Poor availability, timeliness, coverage and accuracy of data compiled by statistical authorities, limited by resource constraints and institutional capacity. There are often no national policies around migration nor national planning on how to address the future impacts that climate change will have on migration;
- As a result, there is only limited capacity to address the impacts of climate change on migration, particularly in Tuvalu, Nauru and Kiribati;
- Also, there is only limited regional discussion and agreement around how the region will deal with these impacts in the medium and long term;
- As a result, there is a need to develop, based on an improved knowledge base, holistic and coordinated strategies at a national and regional level that create a framework for managing climate change induced migration.

The Project's target group is government ministries (related to environment, education, labour, trade, finance/planning, statistics and foreign affairs) as well as workers' and employers' organisations, civil society and regional organisations including USP and SPC.

The Project's final beneficiaries are "communities in the target countries that are vulnerable to the impacts of climate change; migrant workers and their families; and countries receiving migrant workers from target countries".

The three Project partners had distinct roles. ESCAP was the lead partner with a Project Management Office located in its Pacific Office, Suva. ILO, through its Office for the Pacific, Suva, had responsibility for certain labour migration related outputs. UNDP had specific roles too, including expertise on mainstreaming climate change policies into national strategies, and national level project implementation in the three countries although ultimately its role evolved mostly to peer review across Project activities. As it turned out, ESCAP ended up with responsibility for national level project implementation – see Finding 5 below.

1.2 Purpose and objectives of the Evaluation

The purpose of this final evaluation has been, as the Terms of Reference (ToR) (**Annex III**) articulate, to assess the implementation and outcomes of ESCAP's Pacific Climate Change and Migration (PCCM) Project.

The evaluation has focussed on the achievement of Project outputs and their contribution to planned outcomes. The evaluation's specific purpose is to:

- Assess progress achieved or being made towards the achievement of the expected outputs and overall performance of the Project;
- Determine whether the programme has contributed to achieving the stated Project outcomes, and explain why/why not;
- Provide forward-looking recommendations on how to build on the achievements of the project and to ensure that they are sustained by the relevant stakeholders;
- Document lessons learned success stories and good practices to capitalise on the experiences gained through the Project.

Taking a results-based approach, and based on standard OECD DAC criteria – relevance, effectiveness, efficiency, and sustainability – the objective, based on the ToR and the description of what was to be evaluated as described in the Project document, has been to assess:

- Relevance, including quality of design, implementation and coherence of the Project vis-à-vis the specific demands of Pacific island governments as well as how well the Project has adapted during implementation;
- Efficiency in the administrative and operational arrangements between PCCM and its stakeholders and whether the outputs and outcomes justified the costs incurred (including costs efficiency, sound management, flexibility of the Project in adapting to external factors);
- Effectiveness, including the extent to which PCCM activities have achieved the anticipated results; the Project's collaboration with its stakeholders and impact, synergies with national initiatives and other donor supported projects, project visibility. Lessons learned have also been identified;
- Sustainability in the continuation of the results of the Project post-implementation – what has been the level of support provided and the responsiveness of the recipients as well as how the Project has contributed

to institutional capacity building. Suggestions for similar support in the future have also been developed.

The primary users/beneficiaries of the evaluation are ESCAP as the main implementing agency and the EU as donor. Given its pilot nature, secondary users can be expected to be other relevant development partners with an interest/presence in the region, as well as research institutions/academia.

1.3 Evaluation approach

Key evaluation stakeholders were consulted in the development of the evaluation work plan and framework – from government, development partners and other informants knowledgeable in the field. ESCAP was provided with an opportunity to review the evaluation work plan and framework and received an early presentation of preliminary findings and recommendations.

Thus, the conceptual framework for the evaluation used a results-based approach, based on the revised Project logical framework using a matrix developed that matched the evaluation criteria and an explanation of these criteria with the evaluation questions, the source of data and the collection methods (**Annex I**).

1.4 Gender and human rights

One evaluation question referred to gender, and, while not in the ToR, agreement was reached that human rights would also be examined as a cross-cutting issue. Accordingly, there are separate findings related to these issues. Further, a human rights-based and gender-sensitive approach, consistent with the UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System as well as the UNEG Norms and Standards for Evaluation, Ethical Guidelines and Code of Conduct, was ensured during the evaluation through consultation with and participation by Project beneficiaries, relevant stakeholders and partners involved in implementation of the programme.

Interview questions acknowledged and addressed human rights (particularly participation and non-discrimination rights and, necessarily, the rights of migrants and gender equality issues). It had been intended to hold focus group discussions with women's groups in all three countries, but for differing reasons this was found not to be possible. Nonetheless disaggregated data was collected and analysed and the data collection tools employed during the evaluation process (see Methodology below) also facilitated the inclusion of views and perspectives of stakeholders throughout the evaluation.

1.5 Scope

The scope of the evaluation was the PCCM Project, and its outcomes, outputs and activities over the three and a half years it functioned. The evaluation considered both regional activities and those delivered at the national level (Tuvalu, Nauru and Kiribati), assessing the work of PCCM against the expected results detailed in the project document and revised Project logical framework of the project (**Annex VII**) using relevance, efficiency, effectiveness and sustainability as criteria, with gender and human rights considered as cross-cutting issues.

1.6 Evaluation Questions

The ToR posed 13 evaluation questions relating to the five evaluation criteria and noting that gender and human rights were examined as cross cutting issues, 16 evaluation questions under the other four criteria were considered. The key informant questionnaire is in **Annex VI**.

Both national and international stakeholders were interviewed, including a limited number of NGOs. Their rights were ensured through assurances of confidentiality and anonymity. To minimise demands on time, the number of questions asked of stakeholders was limited and customised to maximise the efficiency of the process and to respect informants' time availability.

2. Methodology

Consistent with a results-based as well as rights-based approach, ESCAP's regional and national partners were encouraged to participate in the evaluation fully possible, both to ensure accountability and to demonstrate transparency.

The evaluation's focus has been the government ministries targeted by the Project – those related to environment, education, labour, trade, finance/planning, statistics and foreign affairs – as well as workers' and employers' organisations, civil society and regional organisations. Also, a focus for the evaluation (to the extent possible on very brief field visits to the target countries) were the Project's final beneficiaries – the communities (and their representatives, NGOs) in the target countries that are vulnerable to the impacts of climate change; migrant workers and their families; and countries receiving migrant workers from target countries.

The evaluation design enabled disaggregation of data by gender, role (government, development partner, NGO, project personnel – Project partners and contracted staff), as well as by country.

In general, the mixed methodology, which included a desk review and semi-structured interviews with key informants, along with observations in the field, was designed to ensure the participation of as many different stakeholder groups as was feasible in the time available and to deliver a robust set of findings, adequately triangulated. Responses to semi-structured questions and observations from documentation and the field were given equal weight in a five-scale rating to provide a numerical assessment of each of the four criteria.

Desk Review

As part of the inception exercise, a broad range of documentation was made available to the evaluator prior to the in-country phase. A number of project reports and other documentation were subsequently added at the evaluator's request.

A list of the documents reviewed is in **Annex IV**.

Interview sampling

Sampling was not necessary for this evaluation – rather, the aim was to interview all the key personnel from all the relevant ministries in all the three target countries, along with NGOs where they were available. The list of key informants interviewed (**Annex V**) was developed in consultation with ESCAP. Semi-structured interviews were held with these key informants, taking a purposive approach.

Twenty-six semi-structured interviews were undertaken during the data collection phase. In some cases, more than one person was present during the interviews and contributed views – a total of 36 people had the opportunity to contribute to this report. For weighting purposes, however, each interview with an institution or NGO has been accorded the same weight even where, as in the case of interviews with government ministries, as many as four people were present at the interview. It was assumed that where an opinion was expressed by any of these additional attendees, they had the approval of the principal interviewee. To have done otherwise would have distorted the findings.

Results of interviews have been disaggregated to ensure the views of human rights and gender representatives are explicitly identified and are clearly reflected in this evaluation report, which has a sub-section devoted to human rights and gender.

Limitations and Constraints

The principal constraints on the evaluation exercise have been the somewhat shortened timeframe due to the delay in the issuing of contract and the challenges of obtaining interviews with all the necessary key informants given the small windows for fieldwork in the target countries. There are limited opportunities for overcoming these difficulties given the shortcomings of communications in remote locations, notably the internet, although some Skype interviews were undertaken. It was not possible to arrange interviews before the in-country phase began and a number of key informants were unavailable for interview, mostly because they were off-shore at the time of the mission. In such circumstances, their deputies or other stand-ins were interviewed where at all possible.

3. Findings

The findings below are based on the four criteria set out in the ToR: relevance; efficiency; effectiveness; sustainability as well as the cross cutting issues of gender and human rights. To provide a rating of project performance, overall project performance has been summarised from all data sources based on the scoring rubric below.

In the narrative that follows, the views of the Project’s direct and (where available) of the ultimate beneficiaries are set out explicitly as befits a human rights based approach and the participatory approach taken in this evaluation.

Scoring of Project Performance

Rating	Performance description
5 Excellent (Always)	Performance is clearly very strong in relation to the evaluation question/criterion. No gaps or weaknesses were identified.
4 Very good (Almost always)	Overall strong performance on virtually all aspects of the evaluation question/criterion. Weaknesses are not significant and have been managed effectively.
3 Good (Mostly, with some exceptions)	Performance is reasonably strong on most aspects of the evaluation question/criterion. No significant gaps or weaknesses, or less significant gaps or weaknesses have mostly been managed effectively.
2 Adequate (Sometimes, with many exceptions)	Performance is inconsistent in relation to the question/criterion. There are some serious weaknesses. Meets minimum expectations/requirements as far as can be determined.
1 Poor (Never or occasionally with clear weaknesses)	Performance is unacceptably weak in relation to the evaluation question/criterion. Does not meet minimum expectations/requirements.

Figure 1: Rating of Programme Performance

Criteria	Project overall
Relevance	4.8
Efficiency	3.8
Effectiveness	4.4
Sustainability	4.5
Gender and Human Rights	4.3

Figure 2: Overview of Programme Performance

3.1 Relevance

Evaluation rating = 4.8 (out of 5)

On relevance, the ToR posed two questions:

- To what extent was the project relevant to the identified needs¹?
- To what extent was the project responding to the demand of Pacific island governments?

For clarity, these have been expanded to four questions, as below.

Question 1: To what extent is there a need for countries in the region/your country to know more about migration flows and the projected impacts of climate change on migration, including labour migration?

Finding 1: Key informants consider that at commencement of the project there was a clear need for an understanding of the effects of climate change on migration and, indeed, that that continues to be the case, especially in light of the Paris

¹ For ease of reference, repeated here: The availability, timeliness, coverage and inaccuracy of data compiled by statistical authorities is poor, limited by resource constraints and institutional capacity. There are often no national policies around migration or national planning on how to address the future impacts that climate change will have on migration. As a result, there is only limited capacity to address the impacts of climate change on migration, particularly in Tuvalu, Nauru and Kiribati; Also, there is only limited regional discussion and agreement around how the region as a whole will deal with these impacts in the medium and long term. As a result, there is a need to develop, based on an improved knowledge base, holistic and coordinated strategies at a national and regional level that create a framework for managing climate change induced migration.

Agreement, the effects of climate change being experienced more frequently in the region and in the light of political changes in Tuvalu and Kiribati that saw a trend towards climate change approaches in both countries that emphasises adaptation and mitigation over “migration with dignity”.

People migrate in every part of the globe – and always have. But the reasons they migrate differ across time, region, countries and communities. In recent times, climate change has added a new dimension to this phenomenon, not least in the Pacific.

As a new report on migration and commissioned by the International Fund for Agricultural Development² (IFAD) notes in the footnote below, levels of migration are increasing at the global level³. The report reinforces that as migration and the resulting remittances grow globally, climate change is increasingly becoming a driver for migration, including labour migration.

This is further reinforced not only by the reports and resources developed by the Project but also by its community perception surveys on the three target countries – one of the more significant achievements of the Project. The survey objective was, according to the three Survey Reports, to generate migration indicators, provide information on labour migration and gather data on community attitudes to climate change induced migration – thereby contributing to the development of climate change responses and national action strategies to mitigate the risk of displacement and enhance national capacity to effectively participate in regional, bi-lateral and global schemes on labour migration.” The survey recorded such findings as:

- Migration by people on the target islands is already influenced by environmental risks;
- Migration has a positive relationship with both income and household resilience;
- There are significant differences in the migration experiences and desires of men and women;
- Many people are unable to migrate constrained mostly by lack of money;

² *Sending Money Home: Contributing to the SDGs, One Family at a Time* , accessed 27 June 2017

³ It records that remittances increased by 51 per cent during the decade from 2007 to 2016 while migration rose by 28 per cent over the same period. In terms of SDG 13 (*Take urgent action to combat climate change and its impacts*) the report includes an assessment of how remittance families contribute to this goal. Noting that migration is increasingly becoming a consequence of climate change, the report records that remittances and diaspora investment are mitigating negative impacts and helping to cope with income shortages due to weather-related shocks

- Future migration flows are likely to be increasingly motivated by climate change, but large numbers are “trapped” – unable to migrate despite the perception of an increased necessity to move;
- Agent Based Modelling indicates increased migration flows by the middle of the century, a conclusion mirrored in the IFAD report cited above.

The data gathered spoke directly to the identified need for regional understanding on climate change induced migration, but also, in the three target countries, contributed to national understanding of the issue to the extent that the findings influenced various national policies in the target countries, including on labour migration. The survey had the further benefit, from a human rights perspective, of enabling a sample of people from communities on all three PICs to have their voices heard directly by policy makers.

Before the PCCM Survey, there was little in the way of evidence-based research on the extent of climate change induced migration, despite major climate change initiatives being undertaken by, for example, the Green Climate Fund etc. globally and in the Pacific. This participatory research provides a solid base for future climate change action in relation to migration by any development agency functioning in the region, not just the UN.

- Development Partner

The Project is, therefore, if anything, more relevant now than it was when it was conceived - especially considering the Paris Agreement and the effects of climate change being experienced more frequently in the region. Further, the Project’s focus on climate change-induced migration became more important during its three-and-a-half-year term in the light of political changes in Tuvalu and Kiribati that saw a trend towards climate change approaches in both countries that emphasise adaptation and mitigation over “migration with dignity”.

On Tuvalu, an international symbol of the effects of climate change, there were indications that migration is an issue that requires thorough consultations at all levels. Officials that are endeavouring to finalise the country’s National Migration Policy (an activity supported by the Project) before it is presented to Cabinet, are currently having difficulty getting agreement from the Climate Change Unit in the Office of the Prime Minister which considers that its mandate is to focus on other climate change options. Project personnel had advocated effectively on the issue with politicians and officials, however, one result of this being the inclusion of a chapter on migration in the new National Sustainable Development Strategy, although this did not directly address climate change induced migration.

On Nauru, migration has also become less of a priority since the staffing and accommodation requirements of Australia's Regional Processing Centre have led to lower unemployment and increased household income including through rental payments which have reduced the need to consider migration as an option. However, with support from the project through the development of the National Employment Policy and the Labour Market Analysis report, it is hoped that Nauru will find new and emerging labour markets. Nauru is a single island state with limited options for internal migration given the lack of habitable land away from the coast, where most people live.

At the regional level, one of the key outcomes of the High-Level Dialogue on Climate Change Induced Migration held in Kiribati late in October 2015, was agreement that re-location from atoll nations was a last resort. A year later, the PCCM Project, along with PIFS and other project partners, supported a regional meeting in Suva in December 2016 with attendance by senior government officials from ten PICs.

The aim of the meeting was to identify key priorities and responsibilities for advancing commitments under international and regional policy frameworks on climate change migration and displacement. It was a key activity in the original project document and was directly relevant to the Project's identified needs. The meeting identified key issues, among others "the need to prioritise increasing the resilience of PIC countries and peoples in order to ensure that people are not compelled or forced to move; ... the need for better information to inform decision making ... and that migration and labour mobility policies currently do not take into consideration climate vulnerability, nor do they give special consideration to those people/communities who are "trapped" by their inability to move limiting the potential of labour migration to contribute to adaptation to climate change." (The identification of "trapped" populations was one of the key findings of the community surveys).

The resulting Action Plan identified the following target areas where more work is needed:

- Regional mechanisms to address the needs and human rights of migrants and displaced persons;
- Migration and displacement as they relate to loss and damage under the Warsaw International Mechanism on Loss and Damage;
- Building resilience through labour mobility; and
- Development-Migration nexus in the context of the Sustainable Development Goals

Participants at the meeting also identified key strategies and activities that can be implemented to progress the work in these priority areas. Lead entities to implement these strategies and activities are identified in the Action Plan.

Overall, the Project has therefore remained highly relevant, as key informants made clear in their interviews.

For key informant interviews, the two ToR questions on relevance were expanded to four questions, as below. Overall, the relevance of the Project has been rated highly by key informants. Both national and regional components were judged to be well in line with beneficiaries' development needs, country contexts and priorities.

Twenty-one of 26 key informants were answered "a lot" and 5 "somewhat" to this question. No-one considered there wasn't need to improve understanding in this area, and several in Kiribati and Tuvalu noted that since the changes in government that led to the policy switches away from "migration with dignity", the need has become even greater. As noted above, in Tuvalu the Migration Policy developed with the project's assistance is struggling to obtain the necessary approvals before going to Cabinet because some officials working on climate change no longer consider migration a government priority. (That said, the acting government secretary made it clear that migration will remain an option: "It's a human right" he said, "and given how much we rely on human rights in the argument for the need to address climate change globally, we aren't about to take away people's human right to migration.")

The PCCM project enabled us to tackle issues we had been wanting to work on for a very long time – especially getting national policies in place.

- Government official, Tuvalu

Prior to the project, there was very little evidence-based research or for that matter any database on the extent of climate change induced migration, especially participatory research.

- Development Partner

Question 2: To what extent is there a need in the region/your country to enhance capacity to address the impacts of climate change on migration

Finding 2: There is a clear and on-going need to enhance capacity in the region, and the three target countries, to address the impacts of climate change on migration.

The need is clearly established from the extent to which national actors – government officials, Parliamentarians and, to a lesser extent, NGOs welcomed the training and capacity development on, for example:

- labour migration statistics (eight Project countries, trained regionally);
- in-country training on labour migration statistics in Tuvalu and Kiribati for national statistics officers and labour ministry officials;
- foreign employment research and promotion (regional training for Kiribati and Tuvalu
- support from the governments of Tuvalu and Kiribati on the development of National Labour Migration Policies

Ninety percent (N=18) of those interviewees who responded to this question answered, “a lot” to this question and the balance (N=2) answered “somewhat”. Six respondents did not express a view. The need was considered greatest at the national level. On Tuvalu, it was noted that Members of Parliament continue to raise the importance of the migration issue for their constituents and that the main goal of many labour ministries in the Pacific is looking for overseas opportunities for migration.

Question 3: To what extent is there a need to improve regional knowledge-sharing and cooperation on climate change induced migration including labour migration?

Finding 3: There is a significant need to improve regional knowledge-sharing and cooperation on this issue, acknowledged at both international and national levels.

The Project has successfully implemented several regional initiatives, as noted in the Section on “Effectiveness” but there is a clear need identified by key informants for this area of the Project to continue. Capacity development of this kind is not a short-term undertaking.

Eighty-one percent (N=21) of respondents indicated there was a compelling need for improving regional knowledge-sharing and cooperation on climate change induced migration, with 15% considering there was some need, and no response from the remaining interviewee. It is widely accepted that some issues need careful management, given sensitivities among leaders at the political level.

Question 4: To what extent was the Project responding to the demand of Pacific Island governments?

Finding 4: The Project was highly relevant to the demand of PIC governments when it was conceived. Despite climate change priorities changing in both Tuvalu and Kiribati following elections, migration remains a viable option as a last resort even in these two countries, although the issue would benefit from re-casting as a human rights issue.

Judged by a range of regional initiatives, the issue of climate change induced migration remains a priority across the region. As noted (Finding 1), the collaboration on climate change supported by PIFS and PCCM has produced a number of key activities including work on regional mechanisms to address the needs and human rights of migrants and displaced persons. Another initiative, though not partnered by PCCM, also indicates the level of PIC interest in the issue of displacement – the Framework for Resilient Development in the Pacific (FRDP), which established voluntary guidelines for an integrated approach to address climate change and disaster risk management.

Sixty-one percent (N=16) of respondents thought that the Project responds, “a lot” to the demand of Pacific Island governments, with 35% considering that it responded “somewhat” to government demand. Several noted that, despite the changing priorities in Tuvalu and Kiribati, migration must be retained as a potential climate change response and may turn out to be inevitable, depending on how successful the Paris Agreement is in limiting global warming, and the effect of mitigation and adaptation. Several respondents noted that the issue was not yet at a critical level in Nauru where the arrangement with the Australian Government to process and detain asylum seekers has brought significant income to many families – either because they work in the facility or they board those who do, or asylum seekers who have been released into the community.

3.2 Efficiency

Evaluation rating = 3.8 (out of 5)

Question 5: How efficient were the administrative and operational arrangements between the stakeholders during implementation?

Finding 5: Efficiency, particularly administrative inefficiency, was by far the Project’s weakest aspect. ESCAP ended up with administrative and financial responsibilities resulting in very significant delays. It took eighteen months to recruit a CTA and get the bulk of Project activities underway and it was fortunate that some progress could be achieved during this period through the activities implemented by the ILO. Future initiatives in this area should adopt more effective and efficient modalities.

A consistent theme of Project progress reports, particularly in the first two years, is the delays in recruiting the Project staff so the staff that were recruited including the interim Programme Manager had to take over the handling of Project finances, budget revisions,

fund transfers between partners etc. Inevitably this slowed activities achievement of results at the early stage of project implementation. There were also delays in the implementation of the survey, though these were related more to unanticipated factors outside the control of Project personnel – including erratic inter-island transportation, delayed elections and sickness of key survey team members – than to Project inefficiency. Overall, however, staff shortages in the first half of the Project did not lead to Project objectives not being achieved – but simply delayed until later.

It has not been possible to identify from Project Steering Committee (PSC) minutes the exact sequence of events, but based on interviews with the personnel involved at the time, the position appears to be as follows. UNDP had been included as a project partner partly in recognition of the comparative advantage represented by extensive field offices and capacity to implement projects at the national level. At an early PSC meeting, UNDP sought to cost-recover for project activities it undertook (Component 2), much in the way that ILO received a contribution to cover 50% of a P3 staff. However, the proposal was not agreed to. Instead, it was decided that recruitment would be handled by UNDP's Joint Operations Centre in Suva. In the event it was discovered that this would not be possible and ESCAP ended up with operational responsibility, for recruitment and procurement for national level activities under Component, 2 in addition to the regional level administration and finance (which was always envisaged under the Contribution Agreement).

Respondents were divided about how efficient PCCM's administrative arrangements were, although there was widespread concern at the delay in getting the Project underway and the effect this had on implementing activities – many of which were achieved only in the last year of the Project.

A number of respondents noted long delays in recruitment, provision of funds for activities and delays. Despite this, 50% of key informants felt able to describe the Project's administrative and operational efficiency as "very efficient" or "somewhat efficient" – reflecting that the activities that the ILO was responsible for commenced reasonably quickly, but also that other Project activities, once underway, were handled with reasonable efficiency. When DK/NA responses are removed (a third of respondents had insufficient knowledge of the Project's administrative and operating functioning), 77% (N=13) of those responding considered the Project to have functioned either "very efficiently" (12%) or "somewhat efficiently" (65%) .

Question 6: How efficient was the process of achieving results?

Finding 6: Despite delays, and with some exceptions, Project outputs and activities were achieved with a reasonable level of efficiency.

Thirty-one percent of key informants (N=5) responding to this question considered PCCM to be very efficient in the way it achieved results, and another 56% (N=9) considered the process “somewhat efficient”. In Tuvalu, for example, the coordinator (NPO) unexpectedly left two months before the end of the Project – leaving senior government personnel to pick up his responsibilities. This might not have been burdensome but for the delays in distributing seed funding for national activities which saw the resources arrive only in the last two months, meaning a heavy workload for the government staff involved. Similar pressures were placed on the coordinators in Nauru and Kiribati to complete the relevant activities in an extremely limited timeframe.

Question 7: Did the actual or expected results (outputs and outcomes) justify the costs incurred?

Finding 7: Overall, the Project represented excellent value for money. Despite delays, most activities were implemented and outcomes and outcomes achieved at reasonable cost.

Remoteness and low population densities mean that the Pacific is not an environment where development initiatives can be implemented cheaply – this applies to regional activities but also to national and, especially, sub-national operations. For example, the community attitudes survey undertaken in conjunction with the United Nations University (UNU) and the University of the South Pacific (USP) involved 860 households and 26 Participatory Rural Appraisals (PRAs) on nine islands in the three target countries – Tuvalu, Nauru and Kiribati – faced many challenges that delayed its completion and increased costs – including irregular inter-island transportation, Cyclone Pam, king tides, delayed national elections and sickness of key survey team members.

Before the PCCM Survey, there was little in the way of evidence-based research on the extent of climate change induced migration, despite major climate change initiatives being undertaken by, for example, the Green Climate Fund etc. globally and in the Pacific. This participatory research provides a solid base for future climate change action in relation to migration by any development agency functioning in the region, not just the UN.

- Development Partner

In the case of the survey, it was an innovative and ground-breaking exercise that has provided extremely valuable data to underscore development activities on climate induced migration in the region, and is widely accepted as well worth the not inconsiderable cost.

Key informants overwhelmingly considered that the actual or expected results (outputs and outcomes) did justify the costs incurred.

Question 8: Did project activities overlap and duplicate other similar interventions (funded nationally and /or by other donors?)

Finding 8: While there is a range of interventions/donors/development agencies operating in the Pacific around climate change issues, this Project identified, occupied (and continues to occupy) a distinct niche.

Key informants noted the various focuses of development partners, none of which overlap the PCCM Project. For example, while the ILO tends to address *labour* in relation to migration, the IOM has a focus on migration more generally and to date operates more in the northern Pacific. Several government respondents noted that Project activities were entirely complementary to national initiatives, where they existed. This meant that assistance to the development of National Migration Policies and Labour Market Surveys enabled learning that was directly relevant to government aspirations in the migration field.

Only one respondent referred to potential overlap and duplication – in this case with national policies. However, no-one else interviewed from that country held a similar view.

There was no overlap at all. PCCM enabled the government to do what it had wanted to do for a very long time [development of national policies].

- Government official

3.3 Effectiveness

Evaluation rating = 4.4 (out of 5)

Question 9 : How effective were PCCM activities in achieving the project results ?

Finding 9: Despite significant delays in the case of some activities, overall, the objective of the project and the three key result areas were successfully achieved.

If somewhat late in many cases (except for most of the activities for which the ILO had responsibility), virtually all the activities were implemented and outputs achieved, with the most significant outputs as follows:

- Community household survey in Tuvalu, Nauru and Kiribati
- Country action strategies on improvement of the management of climate change induced migration
- National employment policy, Nauru
- National labour migration policy, Tuvalu
- Pacific regional dialogue on development of a Regional Framework on Climate Migration and Displacement
- Compendium of PIC legislation and institutional arrangements for labour migration, subsequently revised
- Research report on climate change and migration issues in the Pacific
- Migrant workers reintegration workshops
- Video – “The Land Beyond the Horizon”, and communications support at COP 21;
- Newsletters, pamphlets and other communications

These outputs contributed to the achievement of the three key objectives of the project as the outputs contributed to improved knowledge on migration and the projected impacts of climate change on migration; enhanced national capacities in Tuvalu, Nauru and Kiribati to address the impacts of climate change on migration; and improved regional knowledge sharing and cooperation.

The Newsletters are informative, although seem not to have been widely circulated in the target countries. Two NPOs indicated they copied them off to distribute them further.

One success story mentioned regularly in Tuvalu was the study trip organised to the Cook Islands, which resulted in the development of an MOU between Tuvalu and Cook Islands on the recruitment of Tuvaluans to work in the hotels in the Cook Islands. Initially the focus was on the hospitality industry, but remoteness and a lack of skills meant that Tuvalu was unable to compete with Fiji in this field. However, the discussions also canvassed Tuvalu’s seafarers and the Cook Islands need for observers on the vessels monitoring its relatively newly created (and very large) Marine Park. There was also discussion about the need for tradesmen, especially carpenters. The negotiations currently involve the respective chambers of commerce for the two countries, but the Project study tour was the catalyst for this cooperation. Also attracting a regular mention were the hosting of the CANCC meeting in 2016 and the Review of the National Climate Change Policy.

On Nauru, a number of key informants from government referred to the successful development of the National Employment Policy and the Labour Market Analysis Report –

resources they had never had the benefit of before and which will contribute to the current review of Nauru’s 20-year National Sustainable Development Strategy

On Kiribati, labour migration is focussed around the National Career, Employment and Counselling Centre assisted by the Project (ILO implementation) with resources purchased by the Project. A successful marketing visit was made to northern Australia and the link made to an agency that has resulted in the recruitment of 70 workers for the horticulture industry, including pack house work. The latter is important, as the agent does not recruit women for fruit-picking – however, they are able to get jobs in the pack houses.

As an example of the effect of delays on achieving project results, the otherwise ground-breaking survey of community attitudes was inhibited by slow implementations as already described. The result was that they were not completed in time for the National Action Plans, but did feature in a side event at COP21. The delays meant that resultant activities were squeezed into the end of the project in 2016.

ILO-directed activities included training and capacity development. Training materials have been prepared and will require little modification for similar capacity development in other PICs. However, they would benefit from expanded material about migration as a human right, particularly in the context of climate change.

Personnel directly involved with the Project tended to rate its effectiveness more highly than government officials. Of key informants responding to this issue, 25% of government officials rated PCCM very effective in achieving results whereas 67% of personnel involved with the project did so. Those ranking effectiveness lower mentioned delays in getting the project underway as well as on-going delays in getting approvals. However, no respondent considered the PCCM Project to be “not effective”.

We were very happy with the results of capacity building and the community survey. The data was so useful that we shared it with other donors – inviting comments from them before taking it into account in our policy development – eg for the current process of developing the Kiribati Joint Implementation Plan on Climate Change

- Government official Kiribati

Question 10: How effective was PCCM’s collaboration with its partners, including UNU and USP

Finding 10: PCCM achieved a reasonable level of effectiveness in its collaboration with its partners.

Over the life of the Project, a broad range of other partnerships has been developed, including with USP's PACE-SD; SPC-GCCA; IOM; World Bank; SPREP, PIFS and the Nansen Initiative (now Platform on Disaster Displacement)

There were initial difficulties (mostly delays) in establishing contractual arrangements among PCCM partners, and with some governments and regional and international bodies. However, governments in particular found their collaboration with PCCM to be very effective, with only one such respondent indicating the collaboration was only "somewhat" effective.

The partnership with UNU and USP was an important one that was responsible for the valuable community survey resource. But it is clear, including from PSC minutes, that PCCM found the relationship challenging. Contracting arrangements were difficult to negotiate and then survey results were long delayed, for reasons both foreseeable and unexpected – so much so that survey results could not be used, for example, in some of the national action strategies as had been expected.

The last significant PCCM activity at the regional level was, with PIFS, to facilitate the dialogue in Suva among PIC governments, supported by key regional bodies, to develop priorities and responsibilities for advancing commitments under key international and regional frameworks. The main output from the meeting is an Action Plan with several priorities to be pursued towards, among other things, a Pacific Regional Framework on Climate Migration and Displacement. This would be a significant achievement but as the many partners realise, will not be a straightforward exercise. It does, however, provide one entry point for a next PCCM phase.

Seven key informants considered PCCM's collaboration with its partners to be very effective, and six somewhat effective. No-one thought PCCM was not effective in this aspect of its work.

Question 11: How well was gender equality reflected in activities and results?

Finding 11: Few activities included a gender component, or recorded data about gender. However, the community survey disaggregated data for gender and reported the findings prominently.

As per the ToR, this evaluation has been based on gender and human rights principles and has followed UNEG Guidance Integrating Human Rights and Gender Equality in Evaluations. Human rights principles around participation, inclusion, non-discrimination and empowerment have guided the evaluation process, as have gender equality principles. For this reason, the views of key informants – many of whom were government officials or leaders of NGOs with mandates for the community – have been given some prominence in the report, with a subsection devoted to their views on each evaluation question.

The evaluation endeavoured to reflect gender equality in a number of ways. The gender of key informants was recorded and monitored to ensure that a reasonable gender balance of key informants was obtained. In the event, equal numbers of women and men were interviewed for the evaluation.

It had been intended to include a focus group discussion of women in each country to both contribute to ensuring that this evaluation itself adequately addressed gender issues and to gather women’s views about PCCM Project performance. As noted in the methodology section, it turned out not to be possible to arrange these FGDs.

Key informants were asked about their views of how gender equality is reflected in activities and results. Of those who responded, only one considered it to be “well reflected”, whereas 9 thought it was “reflected” and two “not reflected”.

Few activities included a specific gender component, or recorded data about gender. However, the community survey disaggregated data for gender and reported the findings prominently. While numbers of men and women migrating are similar, the reasons for migrating differ markedly, with women having less access to international migration (as opposed to internal migration) and less able to make independent migration decisions – indeed, migration decisions concerning women are often made by male family members, restricting women’s ability to migrate. Also, men are more likely to migrate for work, whereas women are more likely to migrate to advance their education. These findings have significant implications for how climate change induced migration is managed.

One of the activities planned in Tuvalu from the seed funding was a series of workshops for the Tuvalu National Council of Women (TNCW). However, the funding arrived in Tuvalu only in the last two months of the Project and through miscommunication the TNCW activities were not able to be arranged in time. Two workshops run by the Tuvalu Association of NGOs (TANGO) did proceed – the participation rate by women in the project proposal workshop was 28% and in the strategic plan workshop 21%. No efforts were made to improve the female participation rate and none were required by the terms of the funding.

The Project lacked a specific human rights focus, despite human rights being at the heart of climate change discussions, although it often used processes aligned with human rights principles, for example in-depth consultation around some of the resources produced or

supported. Further, at the Suva meeting in December 2016 PICs proposed the development of a human rights based regional framework around climate changed induced migration, planned relocation, resettlement and displacement.

But human rights are referenced in the Preamble of the Paris Agreement, which was preceded by 6 Human Rights Council resolutions on climate change and human rights. The latest, 7th, resolution was adopted as this evaluation report was being finalised. Several articles, some of them strengthened, are directly relevant to the Project's focus on climate change induced migration and its future direction – see articles 2, 6, 8 and 9. In addition, the resolution contemplates a number of initiatives focussed on human rights, climate change, migrants and persons displaced across borders, including an Inter-sessional HRC panel, and protection gaps re migration and displacement due to sudden and slow on-set effects. These provide entry points for PCCM support to PICs, especially SIDS and also for any support to be offered for Fiji's chairing of COP23 in Bonn in November.

Also, migration has a specific human rights treaty devoted to it – the International Convention on Protection of the Rights of All Migrant Workers and Members of their Families although it has been ratified by only 49 States parties, none of them from the Pacific. Some activities – particularly training and capacity development would have benefited from a human rights based approach.

Many vulnerable groups are disproportionately affected by climate change – including that category identified by the community household survey as “trapped” because they do not have the resources to assist themselves or to migrate. Persons with disabilities are often excluded from migration options and ignored in climate change planning.

During Cyclones Winston and Pam there was much confusion – a lack of information and planning for PWDs about access to evacuation centres. In some cases, people with mobility issues were taken to private houses or to churches and were “lost” to their families.

- Disability Advocate

Question 12: How much did PCCM collaborate with other international organizations and or regional organizations?

Finding 12: The Project's collaboration with other international organisations and regional organisations was one of its strengths. No-one indicated a lack of collaboration.

Examples of such collaboration include the recent regional dialogue in Suva organised with PIFS in December 2016 that led to the Action Plan referred to in question 17, but there were many other collaborations over the life of the project. In no particular order, these include:

- Support to the CANCC meeting in Tuvalu in 2016;
- Collaboration with two other EU climate change projects - at USP (PACE-SD) and the SPC Global Climate Change Alliance (GCCA) Project
- IOM – which has a EU funded Climate Change and Migration Community Action Project in PNG
- World Bank – collaboration over several labour-migration issues including a joint side event at the Third Small Island Developing States (SIDS) in Samoa; and joint information sharing at the Australia/New Zealand Labour Mobility Group
- SPREP climate change portal management agreed to host PCCM information and results on their site

There was further success when the Project was able to introduce text on “migration” into the Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP).

Of those key informants responding, 8 considered that PCCM had collaborated “a lot” and 6 “somewhat”.

3.4 Sustainability

Evaluation rating = 4.5 (out of 5)

Question 13: To what extent are the benefits of PCCM likely to be sustained after the completion of the project?

Finding 13: Many project activities have led to sustainable results, particularly when national policies have been influenced.

The sustainability criterion relates to the probability of long-term benefits from programme activities once they are over, including whether it is feasible to continue them in the future. Some capacity development is seen as only partially complete – although the relevant Project activities were successfully implemented, building capacity level in small ministries which are operating under a range of pressures is not a short time undertaking. Key informants considered that while regional meetings to improve capacity had real benefits,

it is the presence of expert counterparts working alongside government staff that shows the best results.

Secondly, sustainability has been assured by inclusion of information and strategies around climate change induced migration in national documents such as National Action Plans, National Labour Migration Policies, National Employment Policies and National Sustainable Development Plans – all of which can be expected to drive policy in target countries in the years ahead, based on information and capacity development provided by the Project – that is, enabling the results of the Project to be sustained into the future. The various regional initiatives that culminated in the meeting in Suva in December 2016 on Climate Change and Migration in the Pacific and the Action Plan that represents the main output of that meeting has also ensured that the results of the Project at the regional level are sustained. They would be even more secure in a regional strategy, that proved (as anticipated in the Internal Review) not to be attainable during the current term of the Project and engagement with Pacific leaders remains an ambition of the Action Plan process.

Thirdly, as a pilot, the learning from the exercise to date, the development of materials on migration, labour migration statistics and their use in the development of national policy should relatively easily be replicable for other PICs facing the effects of climate change. This could be canvassed with only one other PIC (Republic of the Marshall Islands) during the evaluation but, based on that country's observation of the benefits of the Project for the target countries, there is a strong interest in being involved in the next stage.

Only one respondent thought that the Project's benefits were unlikely to be sustained after the Project's completion. Fifty-two per cent considered "a lot" that benefits would be sustained, and 24% "somewhat". Mentioned as particularly sustainable were the activities that led to national policies, such as national labour migration policies (Tuvalu and Kiribati) and the national employment policy (Nauru). The latter is being fed into the current review of the Nauru Sustainable Development Strategy (NSDS), Nauru's high level (20 year) strategic plan.

4. Conclusions

4.1 The interventions undertaken by the PCCM project have contributed to an increase in the protection of Pacific Islanders and especially for the three target countries: Kiribati, Tuvalu and Nauru who are particularly vulnerable to the impacts of climate change displacement and thus achieving the three main objectives of the project which are outlined below:

Objective 1: Improving knowledge on migration and the projected impacts of climate change on migration;

Objective 2: Enhanced national capacities in Tuvalu, Nauru and Kiribati to address the impacts of climate change on migration; and

Objective 3: Improving regional knowledge sharing and cooperation

4.2 The project identified a clear niche, and proceeded successfully to implement a range of activities at national, regional and (in relation to communications assistance at COP21) international level. The project results were highly relevant for several reasons:

- They were well in line with beneficiaries’ development needs, country contexts and priorities;
- The project is even more relevant now than it was when it was conceived - especially in light of the Paris Agreement and the effects of climate change being experienced more frequently in the region;
- The project’s focus on climate change-induced migration became somewhat more important during its three-and-a-half-year term in the light of political changes in Tuvalu and Kiribati that saw a change in emphasis in both countries from “migration with dignity” (at least at the diplomatic level) to more attention to adaptation and mitigation, with climate-induced migration as a last resort;
- The need for the project (its relevance) was also clearly established from the extent to which national actors – government officials, Parliamentarians and, to a lesser extent, NGOs – welcomed the training and capacity development made available;
- The project has successfully implemented several regional initiatives, as noted in the Section on “Effectiveness” but there is a clear need identified by key informants for this area of the Project to continue. Capacity development of this kind is not a short-term undertaking; and
- Judging by a range of regional initiatives, the issue of climate change induced migration remains a priority across the region. As noted (Finding 1), the collaboration on climate change supported by PFIS and PCCM has produced a number of key activities including work on regional mechanisms to address the needs and human rights of migrants and displaced persons. Another initiative, though not partnered by PCCM, also indicates the level of PIC interest in the issue of displacement – the Framework for Resilient Development in the Pacific (FRDP), which established voluntary guidelines for an integrated approach to address climate change and disaster risk management.

- 4.3 Implementation involved major inefficiencies caused largely by the selection of ESCAP to implement activities (other than technical assistance) at the national level. It had been anticipated that UNDP would fulfil this role. ESCAP had neither the mandate nor the capacity to undertake implementation at this level, and long delays resulted. In turn, these delays adversely affected other outputs and activities. Nonetheless, respondents were generally positive about PCCM efficiency in relation to the needs of beneficiaries and with few exceptions, Project outputs and activities were achieved with a reasonable level of efficiency – for example:
- The project represented good value for money. Despite delays, most activities were implemented and outcomes achieved at reasonable cost especially given that remoteness and low population densities mean that the Pacific is not an environment where development initiatives can be implemented cheaply;
 - The regular usage of in-house expertise by both the ILO and ESCAP’s Pacific Office (as opposed to the employment of consultants) was an efficient use of resources; and
 - The project did not duplicate other initiatives and took the correct approach for the achievement of results.
- 4.4 PCCM achieved a reasonable level of effectiveness in its collaboration with its partners and, over the life of the project, a broad range of other partnerships has been developed. A significant result of this collaboration (in this case with PIFS) has been an Action Plan with several priorities to be pursued towards, among other things, a Pacific Regional Framework on Climate Migration and Displacement.
- 4.5 As a successful pilot, the Project lends itself to being up-scaled to a wider group of countries in the Pacific region, while continuing to build on the gains made to date through continuing capacity development at the national level and, at the regional level, to pursue the development of a Regional Framework referred to above.
- 4.6 Going forward, there is a need for a national level implementation partner with mandate and capacity – the ideal partner would be UNDP, as had been originally planned. UNDP is already heavily involved in adaption and mitigation measures via the Green Climate Fund (“GCF”) (and has had a peer review role throughout the implementation of the PCCM Project). An additional emphasis of climate-change induced migration would be consistent with its Five Year Pacific Strategy. (A Sub-regional Project Document is also under consideration by UNDP).
- 4.7 National initiatives need to balance migration with adaptation and mitigation measures. This will require flexibility to respond to revised approaches of some leaders, something that a focus on migration as a human right would have facilitated.

- 4.8 Few activities included a gender component, or recorded data about gender. However, the community survey disaggregated data for gender and reported the findings prominently.

An express gender and human rights lens would have improved effectiveness of the Project – other than the community survey, this would have involved a more participatory approach, including more extensive consultation at the national level before project outcomes, outputs and activities were crystallised as well as explicit attention to vulnerable groups.

The community attitudes survey highlighted the different ways in which migration, including climate change migration, is experienced by men and women (See Finding 16). While numbers of men and women migrating are similar, the reasons for migrating differ markedly, with women having less access to international migration (as opposed to internal migration) and less able to make independent migration decisions – indeed, migration decisions concerning women are often made by male family members, restricting women’s ability to migrate. Also, men are more likely to migrate for work, whereas women are more likely to migrate to advance their education. These findings have significant implications for how climate change induced migration is managed. This should inform future initiatives in the area of climate change induced migration.

5. Recommendations

- 5.1 Consult with other PICs in-country regarding extending similar national-level activities to other PICs, including the Republic of the Marshall Islands (RMI), Melanesian countries, Samoa. RMI has already indicated interest (and might have been an original target country, except that it was considered to already have in place migration arrangements with the U.S.)
- 5.2 Human rights and gender approaches emphasise participation and women should be consulted at the design stage of any future proposals, particularly those women most vulnerable to the impacts of climate change – those with disabilities, those women among the “trapped populations” etc. In recognition that the community attitudes survey indicated some migration decisions relating to women are made by men, women should be consulted separately, either individually or via their civil society representatives such as national councils of women.

- 5.3 Given that migration is a human right and has a specific human rights treaty devoted to it – the International Convention on Protection of the Rights of All Migrant Workers and Members of their Families, add a human rights-based approach to design and implementation of national/regional activities to ensure participation by vulnerable groups (particularly the “trapped populations” during the community survey) and persons with disabilities, empowerment and protection against discrimination, as well as transparency and accountability.
- 5.4 Continue (informal) Pacific Migration Strategy initiatives flowing from the dialogue in Suva in December 2016, in particular the four key activities identified in the Action Plan, taking a rights based approach.
- 5.5 Continue other regional climate change induced migration initiatives based on the profile the PCCM Project has built on the issue, in conjunction with such Pacific regional bodies as currently, especially PIFS, SPC and the various environmental initiatives.
- 5.6 Promote a regional human rights based legal framework on climate change displacement through assisting the Tuvalu government (on request) in its advocacy for a UN General Assembly resolution on climate change displacement and, if so requested, the Fiji government in developing its proposal for a Human Rights Council resolution on Human Rights and Climate Change.
- 5.7 Implementation to include same partners as the current PCCM Project. Given its comparative advantage UNDP to be invited to extend its involvement beyond the current “peer review” role to reconsider an implementation role (with cost-recovery).
- 5.8 Invite IOM to the join the Project partnership. Two existing target countries have recently joined the IOM (with PCCM assistance); IOM has some capacity to implement activities in-country and has a migration focus beyond labour migration.
- 5.9 Continue the dialogue with GIZ – discussions are already under way – with a view to seamless cooperation between these two EU funded climate change projects.
- 5.10 Facilitate further discussions between target PICs and Australia and New Zealand about their seasonal employment programmes. Kiribati benefited significantly from its marketing visit to northern Australia. Australia extended its seasonal worker programme in February 2017 and New Zealand recently announced a \$10m boost to its Recognised Seasonal Employer (RSE) scheme over the next five years which will have a focus on exploring employment opportunities for Pacific women and developing prospects in semi-skilled, higher-income occupations.

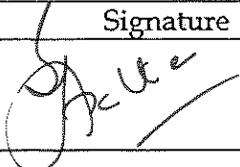
Annexes

- I. Management Response
- II. Evaluation Matrix
- III. Terms of Reference
- IV. List of reports and documents reviewed
- V. List of stakeholders interviewed
- VI. Key Informant questionnaire
- VII Revised PCCM logical framework

ANNEX I MANAGEMENT RESPONSE

ESCAP Management response to recommendations from the 2017 Evaluation of the Pacific Climate Change and Migration (PCCM) Project: “Enhancing the Capacity of Pacific Island Countries to Manage the Impacts of Climate Change on Migration”

Annex 1. Management Response and follow-up Action Plan

Title of Evaluation	Enhancing the Capacity of Pacific Island Countries to Address the Impacts of Climate Change on Migration (PCCM) Project	
	Signature	Date
Dr. Shamshad Akhtar Executive Secretary ESCAP		1 November 2017
for Mr. Adnan Aliani Director, Strategy and Programme Management Division		31 October 2017
Mr. Iosefa Maiava Director/Head of Division/Office		19 October 2017
General Remarks by Management		
<p>Management welcomed the overall positive assessment of the relevance, efficiency effectiveness and sustainability of the project. Overall, the interventions undertaken by the PCCM project have contributed to an increase in the protection of Pacific Islanders who are vulnerable to the impacts of climate change displacement and migration through improving knowledge on migration and the projected impacts of climate change on migration; enhanced national capacities in Tuvalu, Nauru and Kiribati to address the impacts of climate change on migration; and improving regional knowledge sharing and cooperation on climate induced migration and displacement. The “regional plan” that was the outcome of the regional meeting hosted by the PCCM Project at the Pacific Islands Forum Secretariat (PIFS) in December 2016 before the project ended provided a clear direction on the needs and priorities of Pacific island countries to effectively address climate induced migration and displacement in the region. The plan will be used to guide future work in this area.</p> <p>Management found the recommendations as relevant and appreciated the suggested areas for improvement. This includes the continuation (“Phase 2”) for the project and to include other Pacific island countries; taking a human-rights and gender responsive approach to addressing climate induced migration and displacement; supporting the development of a regional human rights based legal framework on climate change migration and displacement; and facilitating further discussions on migrants and communities in the Pacific benefit from safe labour migration. Management supported these recommendations and identified concrete follow-up actions as outlined below to address them.</p>		

Report Recommendation	Management Response	Follow-up Action
<p>Recommendation 1: Consult with other Pacific island countries including the Republic of the Marshall Islands (RMI), Melanesian countries and Samoa regarding extending similar national-level activities.</p>	<p>Management agrees with this recommendation as some of the countries that participated at the Pacific Climate Change and Migration regional meeting that was hosted by the Project at the Pacific Islands Forum Secretariat in December 2016 have expressed their interest to be included in the project. This includes RMI, Vanuatu, Solomon Islands, Papua New Guinea and Samoa.</p>	<p>As a follow-on to the PCCM project, ESCAP will consult with these interested countries on what their areas of needs and national priorities are that are related to climate induced migration and displacement so that a project concept is developed and submitted to potential financing mechanisms such as the United Nations Trust Fund for Human Security to fund a "Phase 2" of the PCCM Project. The priority areas that were highlighted by countries that were represented at the regional meeting will be incorporated into the concept note.</p>
<p>Recommendation 2: Human rights and gender approaches emphasize participation and women should be consulted at the design stage of any future proposals, particularly those women most vulnerable to the impacts of climate change – those with disabilities, those women among the "trapped populations" etc. In recognition that the community attitudes survey indicated some migration decisions relating to women are actually made by men, women should be consulted separately, either individually or via their civil society representatives such as national councils of women.</p>	<p>Management agrees with this recommendation. Any new project with similar scope as the PCCM project either replicated in other Pacific island countries or building on the outcomes of the PCCM project within the three target countries should have a strong human rights and gender component. As the community attitudes survey component of the PCCM project clearly indicates, there are large differences in the migration experiences and desires of men and women. Women have less access to international migration and have less ability to make independent migration decisions.</p>	<p>ESCAP will continue to promote Pacific women's participation at all levels.</p>
<p>Recommendation 3: Given that migration is a human right and has a specific human rights treaty devoted to it – the International Convention on Protection of the Rights of All Migrant Workers and Members of their Families, add a human rights-based approach to design and implementation of national/regional activities to ensure participation by vulnerable</p>	<p>Management agrees with this recommendation as a human rights-based approach to migration places the migrant at the center of migration policies and governance, and pays particular attention to the situation of marginalized and disadvantaged groups of migrants. Such an approach will also ensure that migrants are included in relevant national action plans and strategies.</p>	<p>ESCAP to discuss possible partnership with IOM, ILO and OHCHR for the proposed project (under recommendation 1) to include objectives and outputs that contributes to adequately addressing the rights of migrants.</p>

groups (particularly the “trapped populations” during the community survey) and persons with disabilities, empowerment and protection against discrimination, as well as transparency and accountability	The recommendation is also in line with the priority areas that were identified by the countries that participated at the Climate Change and Migration regional meeting in December 2016.	
Recommendation 4: Continue (informal) Pacific Migration Strategy initiatives flowing from the regional meeting in Suva in December 2016, in particular the four key priority areas identified in the Action Plan, taking a rights based approach.	Management agrees to this recommendation. The action plan that was the outcome of the regional meeting has been circulated to partners that were identified at the meeting to take the lead role in addressing the priority areas of work that were identified by the countries.	ESCAP will convene meetings with partners – ILO, OHCHR, PIFS and include IOM and GIZ to discuss partnership and collaboration to respond to the priority areas of work that have been identified by the countries at the regional meeting in December 2016.
Recommendation 5: Continue other regional climate change induced migration initiatives based on the profile the PCCM Project has built on the issue, in conjunction with such Pacific regional bodies as currently, especially PIFS, SPC and the various environmental initiatives	Management agrees with this recommendation as better coordination of work in this area is key to addressing the challenges faced by PICs. This is to ensure that efforts are not duplicated and resources wasted. It is therefore recommended that a formalized regional body probably under the Framework for Resilient Development in the Pacific to be formed to specifically look after regional efforts relating to climate change and human mobility.	ESCAP to consult with other regional bodies and initiatives such as the Platform on Disaster Displacement (PDD) which is the follow up on the work started by the Nansen Initiative.
Recommendation 6: Promote a regional human rights based legal framework on climate change displacement through assisting the Tuvalu government (on request) in its advocacy for a UN General Assembly resolution on climate change displacement and, if so requested, the Fiji government in developing its proposal for a Human Rights Council resolution on Human Rights and Climate Change	Management agree to this recommendation as countries that participated at the Climate Change and Migration regional meeting highlighted the need for a regional human rights based legal framework on climate change displacement.	ESCAP to develop a standalone project concept note on the development of a human rights based legal framework on climate change displacement or package a concept to include the four priority areas identified by the countries that participated at the Climate Change and Migration regional meeting in December 2016.
Recommendation 7: Implementation of a “Phase 2” of the PCCM Project to include same partners as the current PCCM Project. Given its comparative advantage UNDP to be invited to extend its involvement beyond the current “peer	Management generally agrees to this recommendation and noting the scope of work for “Phase 2” of the PCCM Project, it is suggested to include development partners that are doing work in the region on climate change and human	ESCAP to discuss possible partnership with IOM, ILO OHCHR and GIZ.

<p>review" role to reconsider an implementation role (with cost-recovery).</p>	<p>mobility in general. It therefore suggested including partners such as GIZ, OHCHR and IOM for the implementation of the regional action plan from the December 2016 regional meeting and any further work on promoting regional human rights based framework on climate change and migration, displacement and relocation.</p>	
<p>Recommendation 8: Invite IOM to the join the Project partnership. Two existing target countries have recently joined the IOM (with PCCM assistance);</p>	<p>Management agree to this recommendation given that IOM has the capacity to implement activities in-country and has a migration focus beyond labour migration.</p>	<p>ESCAP to consult IOM office in Canberra and Bangkok to get their buy in and involvement in the proposed Phase 2 of the PCCM Project.</p>
<p>Recommendation 9: Continue the dialogue with GIZ – discussions are already under way – with a view to seamless cooperation between the German government funded global project on planned relocation and the proposed Phase 2 PCCM Project.</p>	<p>Management generally agrees to this recommendation. There are on-going discussions between ESCAP and GIZ on how some of the recommendations, lessons learned and best practices from the PCCM project can feed into GIZ's global relocation project and to also inform future projects that are related to climate change and migration.</p>	<p>ESCAP to consult GIZ on how the two projects can complement each other noting that a few countries that participated at the Climate Change and Migration regional meeting in December 2016 requested for more work and support in planned relocation due to climate change.</p>
<p>Recommendation 10: Facilitate further discussions between target PICs and Australia and New Zealand about their seasonal employment programmes. Kiribati benefited significantly from its marketing visit to northern Australia. Australia extended its seasonal worker programme in February 2017 and New Zealand recently announced a \$10m boost to its Recognised Seasonal Employer (RSE) scheme over the next five years which will have a focus on exploring employment opportunities for Pacific women and developing prospects in semi-skilled, higher-income occupations.</p>	<p>Management generally agrees with the recommendation but suggest that any future work in this area should be focused on creating an enabling environment and taking a rights based approach for migration. It is noted that ESCAP does not have a mandate to facilitate such discussions, but will work with IOM, ILO and OHCHR as well as PIFS to pursue this agenda.</p>	<p>ESCAP will hold meetings with ILO, IOM and OHCHR to discuss how to promote coordination and cooperation so that migrants and communities in the Pacific benefit from safe labour migration as a sustainable development and climate change adaptation strategy.</p>

ANNEX II

EVALUATION MATRIX

Evaluation Criteria	Explanation of Criteria	Evaluation Questions	Source of Data	Collection Method
Relevance	The extent to which design, implementation and coherence of the programme aligns with beneficiaries' development needs, country contexts and priorities	To what extent was the project relevant to the identified needs?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews
		To what extent was the project responding to the demand of Pacific island governments?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews Focus Groups
Efficiency	How economically have resources/ inputs (funds, expertise, time, etc.) converted to results	To what extent were the administrative and operational arrangements between the stakeholders efficient during implementation?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews
		How efficient has PCCM been in responding to the needs of the beneficiaries, and what results were achieved?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews
		To what extent was the process of achieving results efficient? Specifically did the actual or expected results (outputs and outcomes) justify the costs incurred? Were the resources effectively utilized?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews
		Did project activities overlap and duplicate other similar	ESCAP ILO UNDP Government Stakeholders	Desk Review

		interventions (funded nationally and /or by other donors?)	Other Development Partners	Semi-structured Interviews
		Could a different approach have produced better results?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews
Effective-ness	The extent to which the programme's desired results have been achieved, are being achieved, or are expected to be achieved, taking into account their relative importance.	To what extent were the activities of PCCM effective in achieving the results as detailed in the project document?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews Focus Groups
		To what extent were the results and indicators framework of PCCM clear, including to key stakeholders?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews
		How effective was PCCM's collaboration with ESCAP, UNDP and ILO? (and contracted partners of UNU and USP)	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews
		To what extent was gender equality reflected in activities and results?	ESCAP ILO UNDP Government Stakeholders Other Development Partners NGOs	Desk Review Semi-structured Interviews Focus Groups
		To what extent did PCCM collaborate with other international organizations and or regional organizations?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews
Sustain-ability	The probability of long-term benefits from programme activities once they are over, including whether it is feasible to continue	To what extent are the benefits of PCCM likely to be sustained after the completion of the project?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews
		What is the likelihood of continuation and sustainability of project outcomes and benefits after	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews

	them in the future.	the completion of the project?		Focus Groups
Lessons Learned		Describe the main lessons that have emerged?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews
Recommendations		What are the recommendations for similar support in future?	ESCAP ILO UNDP Government Stakeholders Other Development Partners	Desk Review Semi-structured Interviews

ANNEX III TERMS OF REFERENCE

TERMS OF REFERENCE – CONSULTANTS & INDIVIDUAL CONTRACTORS

Name:	Contract No:	Index No:	Consultant <input checked="" type="checkbox"/>
<p>1. Purpose. Evaluation of the ESCAP Pacific Climate Change and Migration (PCCM) Project: ‘Enhancing the Capacity of Pacific Island Countries to Manage the Impacts of Climate Change on Migration’</p>			
<p>The United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), Sub-regional office of the Pacific (EPO) is looking for a consultant to undertake the evaluation of the implementation and outcomes of the PCCM. PCCM has been a three-year project (June 2013- December 2016) funded by the European Union (EU) and implemented by the ESCAP EPO, the International Labour Organization (ILO) and the United Nations Development Programme (UNDP). ESCAP facilitates the implementation of PCCM. PCCM covers the Federated States of Micronesia, Kiribati, Nauru, Republic of Marshall Islands, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu. While the project has had a regional aspect, and national implementation focused on the three focus countries of Tuvalu, Kiribati and Nauru.</p>			
<p>The project has a total value of Euro 2.387 million for the region, this includes both the contribution from the EU (Euro \$1,909 million) and in-kind contributions from ESCAP, ILO and UNDP (Total Euro \$478,000).</p>			
<p>PCCM has had three objectives - these objectives included:</p>			
<p>Objective 1: Improving knowledge on migration and the projected impacts of climate change on migration.</p>			
<p>Objective 2: Enhanced national capacities in Tuvalu, Nauru and Kiribati to address the impacts of climate change on migration (Kiribati, Nauru and Tuvalu).</p>			
<p>Objective 3: Improving regional knowledge sharing and cooperation</p>			
<p>Additional information on PCCM can be located at: http://www.ESCAP.org/subregional-office/pacific/pacific-climate-change-and-migration-project</p>			
<p>1.1 Scope:</p>			
<p>The evaluation will assess the relevance, efficiency, effectiveness and sustainability of the work of PCCM, using the objectives and expected accomplishments of PCCM as detailed in the project document and results framework of the project.</p>			

The following main evaluation criteria and evaluation questions should be addressed:

- Relevance

- To what extent was the project relevant to the identified needs?
- To what extent was the project responding to the demand of Pacific island governments?

- Efficiency

- To what extent were the administrative and operational arrangements between the stakeholders efficient during implementation?
- How efficient has PCCM been in responding to the needs of the beneficiaries, and what results were achieved?
- To what extent was the process of achieving results efficient? Specifically did the actual or expected results (outputs and outcomes) justify the costs incurred? Were the resources effectively utilized?
- Did project activities overlap and duplicate other similar interventions (funded nationally and /or by other donors)?
- Could a different approach have produced better results?

- Effectiveness

- To what extent were the activities of PCCM effective in achieving the results as detailed in the project document?
- To what extent were the results and indicators framework of PCCM clear, including to key stakeholders?
- How effective was PCCM's collaboration with ESCAP, UNDP and ILO? (and contracted partners of UNU and USP)
- To what extent was gender equality reflected in activities and results?
- To what extent did PCCM collaborate with other international organizations and or regional organizations?

- Sustainability

- To what extent are the benefits of PCCM likely to be sustained after the completion of the project?
- What is the likelihood of continuation and sustainability of project outcomes and benefits after the completion of the project?
- Describe the main lessons that have emerged?
- What are the recommendations for similar support in future?

(Nb. The recommendations should provide comprehensive proposals for future interventions based on the current evaluation findings).

1.2 Methodology

It is expected that the evaluator will undertake a participatory evaluation that will involve partners and target beneficiaries (if these have been adequately identified) in all key evaluation tasks. The evaluation will follow the ESCAP evaluation norms and standards as set out in ESCAP's M&E System. The evaluator is expected to undertake the evaluation in as rigorous manner as possible to produce information and make recommendations that are sufficiently valid and reliable based on data and analysis.

The evaluation will cover the following:

1. A desk review of documents, including the PCCM's programme of work, relevant project documents and progress reports, relevant PCCM evaluation reports and PCCM reports/publications (to be provided by the evaluation manager);
2. Mission to EPO (Fiji), ESCAP (Thailand), and the PCCM target countries of Tuvalu, Kiribati and Nauru to conduct key informant interviews and focus groups with key staff, partner institutions, and stakeholders;
3. Follow-up consultations as may be required.

2. Objective.

The main objective of this assignment to evaluate the implementation and outcomes of the PCCM, but is also formative and forward-looking.

The specific objectives are:

- (a) To assess the efficiency and effectiveness of PCCM from conception through implementation to closing;
- (b) To formulate concrete, action-oriented recommendations to ensure momentum is retained after the closing of the project;
- (c) Draw lessons from the experience of PCCM that could inform future interventions (with regards to implementation arrangements and subject matter).

The evaluation will assess the relevance, efficiency, effectiveness and sustainability of the work of PCCM, using the objectives and expected accomplishments of PCCM as detailed in the project document and results framework of the project.

3. Outputs / Work Assignments

Outputs	Deliverables	Delivery Date (dd/mm/yyyy)
<ol style="list-style-type: none"> 1. Develop and confirm (In consultation with ESCAP EPO) the evaluation workplan and framework detailing the approach of the evaluation. Undertake a desk review of documents, including the PCCM’s programme of work, relevant project documents and progress reports, relevant PCCM evaluation reports and PCCM reports/publications. 2. Completion of mission to EPO (Fiji), and the PCCM target countries of Tuvalu, Kiribati and Nauru to conduct key informant interviews and focus groups with key staff, partner institutions, and stakeholders. Production and submission of full draft evaluation report (The draft evaluation report, including findings and recommendations, will be shared with key stakeholders prior to finalization). 3. The final report, which will include a management response from EPO (will also be circulated within the ESCAP secretariat and posted on ESCAP’s public website). 	<ol style="list-style-type: none"> 1. Evaluation work plan and framework detailing the approach of the evaluator and completion of desk review. (20%) 2. First full draft report of evaluation (40%) 3. Final draft evaluation report and presentation (ppt) on the findings, conclusions and recommendations (40%) 	<p>15 March 2017</p> <p>First detailed DRAFT Report - 15 April 2017</p> <p>Final Report – with peer reviewed comments incorporated – End April 2017</p>
<p><i>How are the outputs to be delivered?</i></p> <p>Microsoft Word (and Microsoft Excel/ Powerpoint where appropriate).</p>		

8. Performance indicators for evaluation of outputs.

- Timely submission of documents;
- Clarity in the methodology applied and arguments used with an application of good practice to country context and ability to tailor the deliverable noting the complexities expected;
- Ability to data mine and leverage various sources;

9. **Travel.** APPLICABLE NOT APPLICABLE

10. Will the consultant/contractor work in a UN office? NO YES

ANNEX IV

LIST OF REPORTS AND DOCUMENTS REVIEWED

1. PRODOC (along with Annexes and addenda)
2. ESCAP Contribution Agreements - various
3. Fifteen Month Report and Year 2 Workplan Sep 2014
4. PCCM 9 Month Report 28 July 2015
5. Progress Report Nauru November December 2015
6. Project Expense Report UHU-EHS 4/11/2014 – 31/12/2015
7. PCCM Country Activities Report EU 30 November 2016
8. Tuvalu Government Acquittal Report March 2017
9. Tuvalu: UNU-EHS Climate Change and Migration Report No 18
10. Nauru: UNU-EHS Climate Change and Migration Report No 18
11. Kiribati: UNU-EHS Climate Change and Migration Report No 120
12. Pacific Climate Change and Migration Project Newsletter November 2015
13. Pacific Climate Change and Migration Project Newsletter February 2016
14. Pacific Climate Change and Migration Project Newsletter June 2016
15. Pacific Climate Change and Migration Project Newsletter August 2016
16. Pacific Climate Change and Migration Project Newsletter October 2016
17. Pacific Climate Change and Migration Project Newsletter December 2016
18. Pamphlet: Climate Change and Migration in the Pacific, UNU-EH
19. My Guide to Overseas Employment: For iKiribati Graduates
20. International Labour Migration Statistics: A Guide for Policymakers and Statistics Organizations in the Pacific
21. Situational Analysis of Employment in Nauru
22. Compendium of Legislation and Institutional Arrangements for Labour Migration in Pacific Island Countries
23. Video: The Land Beyond the Horizon
24. Draft Relocation Guideline: Fiji

25. Report: Foreign Employment Research and Promotion Workshop, Suva
26. Labour Migration as Adaption for Atoll Islanders at Risk of Climate Change Displacement in the Pacific
27. Labour Migration Statistics Report (Draft)
28. ILO Labour Migration Technical Officer – Proposed Mission Agenda
29. Internal Review 040615
30. Summary of the High-Level Event on Climate Induced Migration, 9-12 October, 2015, Tarawa, Kiribati
31. Action Plan: Outcome of the Regional Meeting on Climate Change and Migration in the Pacific December 201
32. Concept Note: Towards a Pacific Regional Framework on Climate Migration and Displacement – April 2017
33. Minutes from Project Steering Committee over the period 29/10/2012 – 2/12/201
34. Updated PCCM Workplan 26/4
35. PCCM ILO Project Timeline

ANNEX V

LIST OF STAKEHOLDERS INTERVIEWED

Stakeholder	Institution	Position
<i>International</i>		
Mr Satoshi Sasaki	ILO	Specialist, Strategies for Decent Work
Ms Sophia Kagan	ILO	Former Migration Technical Officer
Mr Kevin Petrini	UNDP	Team Leader for Resilience and Sustainable Development
Ms Catherine Phuong and Ms Lisepa	OHCHR	Deputy Regional Representative and Intern
Ms Osnat Lubrani	UNDP	Resident Representative
Mr Jesus Lavina, with Mr Thierry Catteau	EU	Head of Infrastructure and Natural Resources and Attache, Regional Integration Section
Mr Mark Ramsden	NZ High Commission	High Commissioner to Fiji
Mr T. Albon Ishoda	RMI High Commission	Charge d'Affaires
Ms Katy Barwise	IOM, Canberra	Project Development Officer
Mr Tim Bryar	PFIS	Conflict Prevention Advisor
Ms Patrina Dumaru	Self-employed	Consultant
Dr Wulf Killmann	GIZ	Programme Director
<i>Tuvalu</i>		
Ms Simalua Enele	Ministry of Foreign Affairs, Trade and Labour	Deputy Secretary
H.E. Mr Temate Melitiana	Tuvalu Government	High Commissioner to Fiji
Ms Pasai Falasi, with Ms Lanuola Fasiai	Gender Affairs Department	Women's Development Officer Project Officer
Ms Kate Morioka	Climate Change Unit OPM	Climate Change and Disaster Risk Reduction Adviser
Mr Tomu Hauma	TANGO - Tuvalu Association of Non-Governmental Organisations	Coordinator
Mr Taupaka Uatea with Ms Alice Ave	Fusialofa Association	Acting Manager, and Administration Officer
Mr Fakavae Taomia	Office of the Prime Minister	Government Secretary a/i Secretary OPM
<i>Nauru</i>		
Ms Mavis Depaume	Ministry of Commerce, Industry and Environment	Secretary (Project National Consultant)
Mr Bernard Grundler	Nauru Government	Chief Secretary
Ms Peta Gabadu with Mr Marantino Neman	Statistics Office	Director, and Senior Human Resource Adviser
Mr John Limien with	Planning Department	Director

Mr Michael Aroi with Ms Miniva Harris	Foreign Affairs and Trade	Secretary, and Manager, Seasonal Work
Mr Gabada Ipia	Statistics Office	Government Statistician
Ms Kim Aroi	Nauru High Commission	High Commissioner to Fiji
<i>Kiribati</i>		
Ms Batetaalee Taatoa	Ministry of Labour	Director of Labour
Mr Betarim Rimon	PCCM Project	National Expert
Ms Saitofi Mika	Office of Te Beretenti	Secretary
Ms Peniita Kabubuke	Ministry of Foreign Affairs and Immigration	Secretary

ANNEX VI

KEY INFORMANT QUESTIONNAIRE

Key Informant Interviews

Introduction and welcome

Explain that the interview relates to an evaluation of the ESCAP PCCM project on climate change induced migration. The Project operated regionally with specific focus for some activities in Tuvalu, Kiribati and Nauru

Personal information

(If name card not supplied)

- Name:
- Country:
- Organisation, if any:
- Position:
- Sex:
- What has been your involvement with the PCCM project? (Project Staff or ESCAP, ILO or UNDP; Government; Development Partner; NGO or other civil society; Individual Key Informant; Other)

Depending on the involvement of the Key Informant in the PCCM project, select questions from the Matrix below:

Evaluation Criteria	Explanation of Criteria	Evaluation Questions	Interview Questions	Indicators	Comment
Relevance	The extent to which design, implementation and coherence of the programme aligns with beneficiaries' development needs, country contexts and priorities	To what extent was the project relevant to the identified needs?	1. To what extent do countries in the region [your country] need/wish know more about migration flows and the projected impacts of climate change on migration, including labour migration (Focus Group Question)	A lot Somewhat No Need DK NA	
			2. To what extent is there a need in your country to enhance capacity to address the impacts of climate change on migration	A lot Somewhat No Need DK NA	
			3. To what extent is there a need to improve regional knowledge-sharing and cooperation on climate change induced migration including labour migration	A lot Somewhat No Need DK NA	
		To what extent was the project responding to the demand of Pacific island governments?	4. To what extent was the project responding to the demand of Pacific island governments?	A lot Somewhat Not responding DK NA	
Efficiency	How economically have resources/ inputs (funds,	To what extent were the administrative and operational arrangements	5. How efficient were the administrative and operational arrangements between the stakeholders during implementation?	Very efficient Somewhat efficient Not efficient DK	

expertise, time, etc.) converted to results?	between the stakeholders efficient during implementation?		NA		
	How efficient has PCCM been in responding to the needs of the beneficiaries, and what results were achieved?	6. How efficient has PCCM been in responding to the needs of the beneficiaries?	Very efficient Somewhat efficient Not efficient DK NA		
	To what extent was the process of achieving results efficient? Specifically did the actual or expected results (outputs and outcomes) justify the costs incurred? Were the resources effectively utilized?	7. How efficient was the process of achieving results?		Very efficient Somewhat efficient Not efficient DK NA	
		8. Did the actual or expected results (outputs and outcomes) justify the costs incurred?		Y N DK NA	
		9. Were the resources effectively utilized?		Y N DK NA	
	Did project activities overlap and duplicate other similar interventions (funded nationally and /or by other donors?)	10. Did project activities overlap and duplicate other similar interventions (funded nationally and /or by other donors?)		Y N DK NA	

		Could a different approach have produced better results?	11. Could a different approach have produced better results?	Y N DK NA	
Effective-ness	The extent to which the programme's desired results have been achieved, are being achieved, or are expected to be achieved, taking into account their relative importance.	To what extent were the activities of PCCM effective in achieving the results as detailed in the project document?	12. How effective were PCCM activities in achieving the project results? (Focus Group Question)	Very effective Somewhat effective Not Effective DK NA	
		To what extent were the results and indicators framework of PCCM clear, including to key stakeholders?	13. How clear was the original PCCM results and indicators framework?	Very clear Somewhat clear Not clear DK NA	
			14. How clear was the revised PCCM results and indicators framework?	Very clear Somewhat clear Not clear DK NA	
		How effective was PCCM's collaboration with ESCAP, UNDP and ILO? (and contracted partners of UNU and USP)	15. How effective was PCCM's collaboration with its partners, including UNU and USP	Very effective Somewhat effective Not effective DK NA	
		To what extent was gender equality reflected in activities and results?	16. How well was gender equality reflected in activities and results? (Focus Group Question)	Well reflected Reflected Not reflected DK NA	

		To what extent did PCCM collaborate with other international organizations and or regional organizations?	17. How much did PCCM collaborate with other international organizations and or regional organizations?	A lot Somewhat Not at all DK NA	
Sustain-ability	The probability of long-term benefits from programme activities once they are over, including whether it is feasible to continue them in the future.	To what extent are the benefits of PCCM likely to be sustained after the completion of the project?	18. To what extent are the benefits of PCCM likely to be sustained after the completion of the project?	A lot Somewhat Not at all DK NA	
		What is the likelihood of continuation and sustainability of project outcomes and benefits after the completion of the project?	19. What is the likelihood of continuation and sustainability of project outcomes and benefits after the completion of the project? (Focus Group Question)	Very likely Somewhat likely Not likely DK NA	
Lessons Learned		Describe the main lessons that have emerged?	20. What are the main lessons learned from the PCCM project?	Open question	
Recomm- endations		What are the recommendations for similar support in future?	21. What are your recommendations for similar support in the future? (Focus Group Question)	Open Question	

ANNEX VII

Revised PCCM Logical Framework

	Intervention Logic	Objectively verifiable indicators	Sources and Means of information	Assumptions
Overall Objective	Increase the <u>protection</u> of Pacific Islanders who are vulnerable to the impacts of climate change displacement	National legislation and regional policies and strategies in place and being implemented	National legislation; national and regional assessments; National budgets.	
Project Purpose	Improve the <u>capacity</u> of PIC's to better plan and manage the impacts of climate change on migration.	National research & planning capacity in CC/M established in target countries. National policies and strategies in CC/M implemented via national budgets. Increased number of people accessing regional labour schemes.	National Accounts; Labour Office records; National and regional statistics; receiving country statistics and reports. Departure and arrival card statistics. National Accounts	Political ill remains positive.
Expected results	1. <u>Increased awareness</u> of the impacts of climate change on migration	No. of people trained in CC/M and labour market management. No. web hits on project database.	Baseline surveys, HIES reports, independent survey. Local Government records. Project records	

	<p>2. <u>Increased capacity</u> within Kiribati, Nauru and Tuvalu to plan and implement national policies on migration</p> <p>3. <u>Strengthened regional knowledge</u> and policy dialogue on the impacts of climate change on migration, including labour migration</p>	<p>No. of National Policies, strategies and legislation passed.</p> <p>Increased discussion of CC/M in regional and international fora. At least one specific CC/M regional meeting held. No. of peer reviewed publications produced</p>	<p>Government records.</p> <p>Summary reports; meeting outcomes; press releases; academic articles</p>	<p>Institutional capacity to address and implement CC/M in target countries remains constant</p> <p>Sufficient interest in CC/M issues continues</p>
Activities			Means	Cost (EUR)
1.1 Review and assess the impacts of climate change on internal and external migration			Human Resources	1,164,117
1.2 Review of legislation, practices and policies relating to migration in PICs			Travel	206,956
1.3 Undertake an assessment of how PICs can improve the management of climate change induced migration			Equipment & Supplies	14,800
			Local Office	170,000
			Publications	4,767
			Studies/Research	138,875
			Conferences/seminars	66,045
			Evaluation	50000
			Visibility Actions	6384

2.1 Train government officials to collect and effectively use labour migration data	Technical Support	70367
	Other	216,670
2.2 Undertake 'community attitudes' surveys in selected islands	Administrative Costs	156,169
	Contingency	106,237
2.3 Assist target countries prepare and implement national action strategies on cc/migration		
2.4 Enhance national capacity to effectively participate in bilateral and regional labour mobility schemes	Total Costs	2,371,387
3.1 Build knowledge sharing platform		
3.2 Identify and disseminate best practice approaches of managing CC induced migration		
3.3 Support to regional/international efforts in developing labour market schemes		
3.4 Regional Meeting to identify critical issues and scope further work required in the area of CC/M		