Midterm Evaluation Executive Summary
"ENHANCING RESILIENCE OF COMMUNITIES TO THE ADVERSE EFFECTS OF CLIMATE CHANGE ON FOOD SECURITY, IN THE PROVINCE OF PICHINCHA AND THE JUBONES RIVER BASIN"
FORECCSA

Midterm Evaluation Report

PROGRAM: Regular

COUNTRY: Ecuador

Type of Implementation Agency: Multilateral

Executing Agency: United Nations World Food Programme

Implementing Partners: Ministry of Environment in coordination with the Ministry of Agriculture, Aquaculture and Fisheries, Decentralized Government of the Pichincha Province and the Public Consortium of the Jubones River Basin

Funding: US $ 7,449,468

Project Duration: 2011 – 2016

Donor: Adaptation Fund

Project cost: US $ 7,449,468

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GLOSSARY

CAS	Community Assets Score
Cba	Community-based adaptation approach
CC	Climate Change
CDN	FORECCSA National Project Steering Committee
CRJ	Jubones River Basin
CCRJ	Public Consortium of the Jubones River Basin
CEPAR	Center for Population Studies and Social Development
CMNUCC	UN CC Framework Convention
CT	FORECCSA Project Technical Committee
Eba	Ecosystem-based adaptation approach
ETL	Local Technical Team
FORECCSA	Strengthening the resilience of communities to the adverse effects of climate change with emphasis on food security
FS	Food security
GAD-PP	Decentralized Autonomous Government of the Province of Pichincha
HDDS	Household Dietary Diversity Score
IES	Indicator of Survival Strategies
IVSA	Index of Food Security Vulnerability
MAE	Ministry of Environment of Ecuador
MAGAP	Ministry of Agriculture, Livestock, Aquaculture and Fisheries of Ecuador
MT	Mid Term
NBI	Unsatisfied Basic Needs
UN Women	United Nations Office for Women
PCA	Dietary Consumption Score
PDOT	Development and Land Use Plans
WFP	United Nations World Food Programme
POA	Annual Operating Plan
PRODOC	Project Document
SAT	Early Warning System
UNEG	United Nations Evaluation Group
Assessment	Rating assessment after analysis

Content

Acknowledgements and disclaimer

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Disclaimer

This evaluation is supported by the FORECCSA Project; the views expressed in this report are those of the external consultant and in no way should be taken to represent those of the FORECCSA Project. Any errors or omissions are those of the author.

Executive Summary

The Project: In response to the needs and priorities of Ecuador, the United Nations World Food Programme (WFP) began the FORECCSA project in 2011, at the request of the Ministry of Environment of Ecuador (MAE), and in coordination with the Ministry of Agriculture, Livestock, Aquaculture and Fisheries of Ecuador (MAGAP), counting as local implementing partners the Public Consortium of the Jubones River Basin (CCRJ) and the Decentralized Government of the Province of Pichincha (GADPP). The project aims to address the priorities identified by local and national governments, targeting 150 communities in 50 parishes with a total of 15,000 families in the provinces of Pichincha, Azuay, Loja and El Oro, the last three located in the area of the Jubones River. The activities seek to address the impact of reduced rainfall levels, more frequent droughts and other phenomena related to the impact of climate change on food security.

The Evaluation: This evaluation provides a description of the project implementation by assessing the design (including conceptualization) and implementation. This mid-term evaluation was begun by WFP as the Multilateral Implementing Entity of the Adaptation Fund (AF), donor of this project. Its aims are: i. to determine whether progress is being made towards achieving results and ii. to identify course correction elements. It focuses on the effectiveness, efficiency and timeliness of project implementation, highlights issues requiring decisions and actions, and presents the initial lessons learned about the design, implementation and management. The results of this evaluation will be incorporated as recommendations to improve implementation during the final half of the project period.

The evaluation identifies potential design issues of the project, assesses the progress towards achieving the objectives, identifying and documenting lessons learned and making recommendations on specific actions that could be taken to improve the project. It aims to provide managers (CDN members, Project Team of the Executing Agency (MAE), local implementing partners (CCRJ and GADPP) and the multilateral implementing agency WFP) guidance and decision-making options/alternatives for better performance in the expected results of the project and for replicating the results.

Proposed Approach for Evaluation: The evaluation has had a multi-method approach, whose basic features are: focus on use and utility and mixed methods/systemic approach. The methodology is based on the norms and standards for evaluations of the UNEG (United Nations Evaluation Group) and on the ethical guidelines for assessment of the UNEG.

The evaluation has, therefore, employed the main evaluation criteria (relevance, effectiveness, efficiency, coordination and sustainability), which have been analyzed with a systemic approach (context, design, structure, process and results).

Organization of the Evaluation: The evaluation was carried out by Carlos Rodríguez-Ariza, independent external evaluator, and has been managed by Veronica Alvarado, WFP Programme Officer. The time set for the evaluation was 30 days of work by the evaluator. According to the set time, a timetable was established to guide the evaluation. Between March and May was the period of the Desk Phase, and between May 20 and June 1 was the Field Work Phase, with the months of June and July 2015 for the phase of analysis and reporting.

Limitations of the Evaluation and Means of Mitigating Limitations: Regarding the implementation of the evaluation process, we must point out the good cooperation with the manager of the evaluation, Veronica Alvarado, WFP Programme Officer. In general, the evaluation went smoothly, although it is worth noting the following issues:

A project of the magnitude and complexity of the FORECCSA project involves a considerable amount of actions, organizations and institutions involved in different areas that must be visited in a short timeframe. This has been a challenge, but with the proposed evaluative approach, the evaluator believes that he had access to sufficient information with an appropriate methodology so as to understand this complexity. Given the time constraints of the evaluation, the participation of those involved in the project has been only by providing information. The direct users of the evaluation are the managers of the project and the members of the National Steering Committee (CDN) and of the Technical Committee (TC).

During the field evaluation mission the willingness and openness of the stakeholders of the project were very high. The FORECCSA project management, WFP and implementing partners supported and accompanied the evaluator during the field visits. This helped to increase the learning during the process of the evaluation and to mitigate many of the limitations present.

Rating and general assessment of the Mid Term Review

	Rating 1-Very Low, 2-Low, 3-Medium, 4- High, 5- Very high
Relevance	4
Effectiveness	3,5
Efficiency	3
General rating	Medium to High

	Rating 1-Very Low, 2-Low, 3-Medium, 4- High, 5- Very high
Contribution to AF´s targets	4
Contribution to AF´s impact	4
Contribution to AF´s objectives	4
General rating	High

	Rating 1-Very Low, 2-Low, 3-Medium, 4- High, 5- Very high
Monitoring and evaluation systems	3,5
Monitoring and evaluación plans	3,5
Project design	4
Project implementation	3,5
Budget and funding for Monitoring and Evaluation activities	3
Indicators	4
Base line	3
Alignment of the project with national frameworks of Monitoring and Evaluation	3
General rating	Medium to High

Lessons Learned

1. Adaptation projects must work in good inter/intra institutional and community coordination and collaboration, so as to bring complementary skills and capacities to achieve the stated objectives. These collaborative approaches require much time and investment and are exposed to stress for technical or political reasons. This cooperation and coordination is even more

difficult when there are changes in institutions and governments that require starting from scratch.

2. Institutional strength – in terms of motivation, leadership and capacities of implementing partners are critical to the project's progress. Institutional weakness decreases the effectiveness, efficiency and sustainability.

3. When a variety of actors are involved in the design/development and use of studies and processes, it is crucial from the beginning to have clear roles and responsibilities and have methodologies, criteria and standardized frameworks between stakeholders and implementing partners.

4. The need for empowerment of local governments and other local actors is greater when they have many critical points. This requires a combination of political/institutional, technical and social criteria and skills.

5. The vulnerability studies are important in determining the adaptation priorities and ensure that these priorities are adapted to local realities. However, the process of building adaptation measures should be simplified and made faster: i. integrating and performing all at once the adaptation measures -vulnerability studies, adaptation plans, profiles and measures- and ii. basing said measures on existing land use plans (PDOT) of the parishes.

6. The importance of using existing information and updating it. In order to determine adaptation priorities, it might be more effective to develop macro level studies (at basin level like Jubones and Province level like Pichincha) that would optimize time and results, especially considering that WFP already has previous experience of developing the Atlas of Food Security (FS) of Ecuador, which is a type of vulnerability study of FS to the effects of climate change (CC). For the FORECCSA project purpose this Atlas could have been updated. In short the project should use and update existing information.

7. The development of participatory processes (with special attention to women) is important to analyze vulnerability and adaptation plans, as well as for its implementation. However, we need to see this participation as a process that improves in quality through practice and by successive approximations with the implementation of the adaptation measures.

8. Strengthening resilience and community preparedness for climate change is facilitated by incorporating adaptation into local development agendas. This has been achieved through the generation of adaptation plans of the parish and their subsequent integration in local planning – in PDOTs. However, this incorporation is not enough, as it should result in the inclusion of the adaptation measures as the priority projects to be implemented by the parish.

9. The focus and consideration of the administrative-institutional component and the tensions that arise between the national and local levels are keys in such projects. This cannot be considered as an external factor, as it will always be present in this type of project.

10. Projects like FORECCSA always have to balance and deal with dilemmas such as: i. efficiency/effectiveness against relevance/appropriation/sustainability, ii. the demands of short-term solutions or of long-term responses, iii. the efficiency of representation or the participation by community ownership, iv. the effectiveness of the commitment to large coverage against the sustainability of the commitment to institutional strengthening and capacity building for adaptation, and v. a model of governance and management based on

accountability, ownership and control against another model based on subsidiarity, ownership and decentralization to the management and the regions.

11. A period of grounding and inception in complex projects like the FORECCSA project helps build more realistic implementation plans despite a delay in project execution.

12. A project like FORECCSA is not only an end in itself, i.e., it is not intended to contribute only to direct changes, but it is also a means of indirect change. Dissemination and communication in the FORECCSA project are as important as its results. In that sense the FORECCSA project is a pilot, knowing that a pilot gives the opportunity for success but also for making mistakes. As such, its greatest richness is the learning and knowledge generated from success and from mistakes.

13. In complex projects there is the challenge of not losing sight of the processes of change which are anticipated and realized. In these complex interventions, the process of change is as important as the results, and the results in many cases are achieved only in the long term. If the view of the process of change is lost there is a danger that the indicators become targets, ends in themselves, with the danger that even when fulfilling the indicators they are not producing the expected change processes. To change these processes the project needs adaptive management with the possibility of adjusting the logical framework and indicators.

14. Complex, conceptual and innovative interventions like the FORECCSA project are time-consuming, often involving the need for extension of deadlines. The delay in complex projects is often the result of the conjunction of the following factors: inception and grounding of the project in an implementation plan, initial institutional coordination, adjusting the management model and completing the necessary tools.

Recommendations

As a result of the evaluation process, the evaluation has a total of 36 recommendations for consideration by CDN, CT, management and AF. It is suggested to use the management response form found in the annex.

No.	Level	Type of recommendations
9	Design and process -19-	*1. Regarding the process of implementation of the FORECCSA project - 9 recommendations*
2		*2. Efficiency in decision making – 2 Recommendations*
5		*3. Crosscutting elements – 5 recommendations*
3		*4. Recommendations on the relationship between different partners at operational/strategic and national/local levels – 3 recommendations*
4	Results -17-	*5. Monitoring system – 4 recommendations*
4		*6. Knowledge management – 4 recommendations*
6		*7. Contribution to results – 6 recommendations*
3		*8. Sustainability – 3 recommendations*
36 *recommendations*		

A. Recommendations in terms of design/context, processes and products

1. Regarding the process of implementing the project FORECCSA -9 recommendations

Recommendations for the CDN, CT and management

1. The joint work should continue
As a precondition for the proper performance of the FORECCSA project, WFP and MAE should continue working together as previously done for implementation and coordination with special attention now towards the closing phase of this project.

The work process between CDN, CT and implementation partners should continue with focus on decentralization, but with more agile communication and coordination mechanisms. It is especially urgent to improve communication with GAD-PP.

The FORECCSA project should i. continue and encourage strong political will and high interest of the stakeholders and ii. mitigate the normal interagency tensions. This in order to properly handle political, technical and financial management in the spaces of political and technical exchange like CDN and CT, or meetings with parish and community representatives.

2. The FORECCSA project should open a short but efficient, effective space for “strategic planning" to take the recommendations of this midterm evaluation and pursue:
i. a flexible and agile model in government decision making, avoiding the disruption, delay and failure to respond to priority challenges,
ii. a management model that makes it possible to simplify and unify procedures and frameworks, when the project is working with three execution units, and
iii. a model that can be adapted to the completely distinct challenges, idiosyncrasies and needs in Pichincha/GAD-PP and Jubones/CCRJ.

3. For better performance and proper execution speed, the FORECCSA project has to be more nimble in making decisions based on the faced dilemmas and following up with the consequences of these decisions. Therefore, besides agility in decision-making, the project FORECCSA should understand and monitor the consequences of such decisions, so as to balance on the one hand efficiency and short term results, and on the other, sustainability, participation and ownership. That is to say, efficient decision-making seeks fewer delays but should respect the processes of appropriation of the partners and the idiosyncrasies of the initial design. The above is especially urgent in connection with the GAD-PP.

4. The FORECCSA project should generate knowledge from the processes resulting from the above dilemmas as part of the expected results in the context of the adaptation measures. Since the investment per household of the project is small in relation to the challenges of the households, this investment can be considered a seed capital. Therefore, the capture of other intangible knowledge processes of the FORECCSA project is one of the expected results of the project.

5. The FORECCSA project should display its program theory at all levels. This theory of the FORECCSA project passes through the following key expected changes: i. participation and effective ownership ii. transformation of learning into adaptation and the understanding of all the components of action learning, learning by working towards adaptation and iii. the shared vision of the expected change.

-The FORECCSA project should complete its conceptual framework, and should clarify, focus, prioritize, coordinate and sequence its program theory. It should also internalize these dilemmas in its implementation plan – we can point out aspects like governance model, effective participation, rotation and institutional change, and the need for coordination/communication at national and decentralized levels.

-In the process of action learning, that is, without delaying the frame time of execution, the FORECCSA project should adapt as soon as possible the aforementioned methodological elements: i. monitoring, evaluation and learning system ii. operationalized and integrated themes/conceptual framework, such as CC, FS, Livelihoods, Gender.
- Being flexible with the self-imposed targets of covering 15,000 beneficiaries and of the investment of $200/family and focusing on high-impact actions regardless of the amount/family.
- Above all, simplicity. The challenge is to operationalize the approaches but in the simplest and most harmonized way among technicians. The procedures must be as simple as possible to make them easier to manage.

6. The FORECCSA project should consider/understand the implications of the decisions that limited its flexibility, room for maneuver and adaptability of the project for different adaptation needs in different places. The FORECCSA project should consider the consequences of its model. During the implementation the focus tended to i. focus on the family level, ii. employ a homogeneous distribution of measures and iii. give more priority to coverage than to in-depth processes.

-The FORECCSA project should try to mitigate the above through mechanisms that: 1. increase flexibility, room for maneuvering and adaptability of the project against different adaptation needs of the different locations and 2. allow simple understanding of the effects of the adaptation measures – at the community level, family level and at parish and ecosystem levels.

Especially in the Jubones River Basin (CRJ), the FORECCSA project should take corrective actions so as to target the most vulnerable, correcting certain homogenizing effects during execution that avoided this special focus on the most vulnerable families and communities, including women householders.

Recommendations for CDN and for the Adaptation Fund

7. Future similar projects should consider the need to have mechanisms and time for grounding at the beginning of project implementation, for considering the above dilemmas and given that this grounding/inception phase means less initial speed of implementation and therefore, more runtime.

8. The FORECCSA project will require flexibility for clarification, focus, prioritization, coordination and sequencing of its program theory. This flexibility will have very positive implications for its performance. This flexibility means the need to revise the vertical and horizontal logical frameworks and indicators, which leads to an adjustment of the logical framework in terms of its simplicity and clarity that facilitates action. It is recommended that the management and CT propose an adjustment to be presented to the CDN and the AF.

9. The delays have important implications for the implementation processes; they must be considered in the existing time frame and until the end of the intervention. **The time frame should be adjusted to reality**, so that it is prioritized if no temporary extension is needed, or the time frame is reset/increased in a planned manner. Extending the implementation period is a

must if you want to meet initial expectations. For this, the project requires the two things, both extending the deadline and prioritizing actions. For this, a budget revision is suggested to cover the operating costs arising from the project, since, for example, there are adaptation measures that will begin implementation in August 2015 and will continue for at least 12 months.

2. Efficiency in decision making - 2 recommendations-

Recommendations for the CDN, CT and management

1. The FORECCSA project should improve: i. the subsidiarity and decentralization of decision-making to management and to the regions, and ii. the clarification of roles and responsibilities for each decision to be taken at the right level.

2. This is to increase accountability and subsidiarity of operations, as well as zonal decentralised coordination and that of partners. Within the FORECCSA operational manual, it is necessary to have: i. an agreement and pragmatic monitoring of the roles and responsibilities to promote decentralization and subsidiarity and ii. continuity in management, coordination and partners' responsibilities.
-The Management should have greater ability and independence at the global strategic level and should become more involved in the financial management of the project.
-The Zonal decentralized coordination should have greater ability, subsidiarity and independence at the zonal strategic level.
-The Partners should have more ownership, subsidiarity, predictability and clarity in the implementation of the POAs.
- The MAE should participate and not delegate in the CT or other spaces.
- The MAGAP has room for greater participation and coordination in the project. For example, through its past and present strong presence in the target areas. By leveraging its already ongoing processes, knowledge and experience, it could be more proactive the participation of the MAGAP in the design and execution as regulator of the FS issues and as national counterpart of the WFP.
- The decisions of the CT should have greater consideration in the decision making process of the CDN.
- All the stakeholders should know or be involved in all components of the Project.

3. Crosscutting elements -5 recommendations-

3.1 Gender

Recommendations for CDN, CT, management

1. Gender is a pillar of the project and one of the key added values of the project and must be better mainstreamed at all levels, from the CDN level to the beneficiaries. It should be better defined and articulated in its implications and the place of gender in the project in each of the international, national, management, coordination, technical levels and beneficiaries. A clear commitment to gender is especially key at CDN and CT levels.

2. If it is not possible to have resources dedicated exclusively to gender, the approach of having focal points in each of the levels of work -international, national, local and beneficiary levels- could be successful.

3. Collaboration is necessary between UN Women and the FORECCSA project to be implemented as a priority and to be maintained over time.

4. The project should have a crosscutting and sectoral integration. Sectoral integration would benefit from the inclusion of an outcome based on gender.

3.2 Processes of institutional strengthening and training

5. There should be understood the changes expected from the process of institutional strengthening and training of the FORECCSA project. The process of institutional strengthening and training should be monitored, i. verifying whether they are meeting the expected change processes and not just mere attendance at trainings, and ii. linking theory with practice.

4. Recommendations on the relationship between different partners, operational/strategic and national/local level -3 recommendations-

Recommendations for CDN, CT and management-

1. The FORECCSA project should improve communication, coordination and integration of its members and staff, clarifying the added value of local partners and national stakeholders, and their roles and responsibilities.

Communication should be improved so that project implementation can be improved. There should be spaces and opportunities for exchange and communication to compensate for the absence of local partners in the CDN.

At the operational level, similar language and clear visualization of the process between stakeholders should be present. A good exercise would be to visualize the desired end result and work backwards from there.

2. Spaces and mechanisms should serve to: i. give value to partners and staff, ii. promote exchanges between Pichincha and Jubones and iii. maximize the contributions of each actor without delaying decision-making processes.

3. For the complementary work of the stakeholders of the FORECCSA project, and for avoiding fragmented and dispersed vision of its stakeholders, also called tunnel vision, it should be ensured that the executors have a comprehensive view of the project and become involved where possible in its entire components.

B. Recommendations in terms of results

5. Monitoring system -4 recommendations-

Recommendations for CDN, CT and management

It is suggested that the monitoring system be reviewed by the management and the CT and presented to the CDN, so as to introduce the following recommendations:

1. The monitoring system should be: i. flexible, ii. focused on processes of change for adaptation, rather than on indicators and iii. be decentralized to the management of each level of work.

2. The monitoring system should be simplified as much as possible to be used in a flexible way in decision-making, especially at the management level.

3. It is necessary that the monitoring plans at national and local levels count on their respective capacities, with clear roles and responsibilities.

Recommendations for the CDN and the FA

4. The current monitoring system should: i. finish clarifying the program theory of the FORECCSA project – clarify the object and the processes to be monitored, ii. clarify the information needs of decision-makers and iii. simplify, adapt and adjust the monitoring system to achieve maximum use and usefulness.

The FORECCSA project will require time and flexibility to adapt and improve its monitoring system for maximum utility. This flexibility will have very positive implications for the performance.

6. Knowledge Management -4 recommendations-

Recommendations for CDN, CT and management

1. The project needs to complete the definition of a strategy for knowledge management that includes:
1.1. the required contents to generate knowledge, based on specific areas of interest from stakeholders: not only beneficiaries, but the MAE, the WFP and AF.
The questions to which the FORECCSA project should respond need to be outlined: questions coming from the different stakeholders -AF, MAE, WFP, beneficiaries ... These questions are essential for the final orientation and generation of useful knowledge. This is closely related to the program theory of the FORECCSA project and to the expected changes for each of the stakeholders.
1.2. Responsibilities at national and local levels
The FORECCSA project should prioritize knowledge management capacities and appoint an officer responsible for knowledge management.
1.3. Simple tools to implement this goal

2. The FORECCSA project has to find mechanisms to systematize its historical memory – as part of the expected results of this pilot – in case of a scenario of:
i. discontinuity of management and teams at all levels,
ii. different requirements/implications for knowledge management with the different management models – a. external consultants or internal technical assistance and b. the need for additional enhancement of the work of the technical/consulting teams in successive stages.
iii. the enhancement of the existing documents of the project and other existing reports that are not being used with proper timeliness.

Recommendations for the CDN and the FA

3. The CDN and the AF should also specify their specific areas of interest and the questions and the content needed to generate knowledge.

4. The FORECCSA project should complete the operationalization of the monitoring and knowledge management systems in a simple way, without adding bureaucracy, and should find political windows of opportunity which align with upper policy frameworks on transmitting the key messages of the Project.

7. Contribution to results -6 recommendations-

Recommendations for CDN, CT and management

1. The project needs to clarify, define, articulate and sequence the process of change. The FORECCSA project knows what it wants to do, but perhaps not the details:
- The project needs to improve the common vision of its central story/conceit: how does it aim to create change?
- It must be clarified for the team and for the members and beneficiaries.
- There must be a balance between paralysis from analysis and aimless activism.

2. The logical framework must be a mean that facilitates management and not a burden and an end in itself; therefore, it is necessary to review and adjust the contents of the logical framework. In its operationalization, indicators must be prevented from becoming targets. Based on the results of the closing workshop of this evaluation, the management and CT should propose a logical framework to that effect.

3. The monitoring should be useful primarily for managers and implementers, and then, indirectly, for others involved; as such, the instruments must be adjusted to the current moment and situation.

4. The project should redesign an alternative to the system of incentives originally designed in the Project Document (PRODOC) but adapted to the new reality of the FORECCSA project. This incentives system should help to balance pending elements such as knowledge management, gender or the focus on vulnerability.

5. In contributing to results, the FORECCSA project has the following challenges to consider in its program theory from now until the end of its cycle:
- The challenge of reshaping the model, given that an adaptation-based focus has not been applied to the ecosystem level quite as much as the community level.
- The challenge of visualizing both the main and secondary components- clarify, operationalize, focus, prioritize and articulate.
- The challenge of creating a simple way to operationalize the relationship between FS, CC and gender, grounding complex theoretical concepts.
- The project needs to operationalize the gender approach, as it is one of the added values of the project design.
- The challenge of balancing the effective time remaining with efficiency, effectiveness and sustainability criteria.
- The challenge of knowledge management to capture tangible and intangible elements of the project.

Recommendations for the CDN and the FA

6. The FORECCSA project will require i. a time extension for implementation and ii. flexibility for clarification, focus, prioritization, coordination and sequencing of its program theory. The extension and flexibility will have very positive implications for its performance.

8. Sustainability -3 recommendations-

Recommendations for CDN and CT and management

1. The project should ensure the active presence of national and local partner institutions and the CDN and CT in the implementation, monitoring and learning.

2. In relation to adaptation measures and their inclusion in the PDOT, it will not be enough to have inclusion of the adaptation measures in the PDOT. The challenge is for the adaptation measures to be prioritized in the bank of projects and programs of the parishes.

3. It is necessary to design an exit strategy of the FORECCSA project in which it is established: i. the level of implementation on the expected targets and ii. the transfer of clear roles and responsibilities to local institutions.

Form for Management Response to Recommendations

No.	Level	Type of recommendations	Management response to recommendations			
			AF	CDN	CT	Management
9	Design and process -19-	*1. Regarding the process of implementation of the FORECCSA project – 9 recommendations*	3	9	6	6
2		*2. Efficiency in decision making – 2 recommendations*		2	2	2
5		*3. Crosscutting elements – 5 recommendations*		5	5	5
3		*4. Recommendations on the relationship between different partners at operational/strategic and national/local levels – 3 recommendations*		3	3	3
4	Results -17-	*5. Monitoring system – 4 recommendations*	1	4	3	3
4		*6. Knowledge management – 4 recommendations*	2	4	2	2
6		*7. Contribution to results – 6 recommendations*	1	6	5	5
3		*8. Sustainability – 3 recommendations*		3	3	3
36	**TOT**		**6**	**36**	**29**	**29**

Number and level	Stakeholder	Type of recommendations	Management response to recommendations			
	AF, CDN, CT or management		Management action to be followed in response to the recommendations	The priority of the recommendations in the management response. High, Medium, Low	Timeframe. Very short term, Short-term	Need for additional resources. Yes/No

1. Background of the intervention and project summary

1.1 Background

Ecuador is highly vulnerable to the impacts of climate change due to its geographic location and topography. Climate change affects temperature and precipitation patterns. It also has a direct impact on local communities, decreasing agricultural yields and negatively affecting the Ecuadoreans livelihoods that are dependent on agriculture, fishing and tourism.

In the basins of Ecuador, environmental degradation in the form of deforestation, erosion and overgrazing increase the impact of climate variability on livelihoods and agricultural production. The lack of local strategies designed to minimize the impact of climatic events in Ecuador has resulted in increased exposure to these hazards. The negative effects of climate change, including increased frequency and intensity of El Niño and La Niña and the high levels of food insecurity and poverty, make a priority to develop preparedness strategies and implementing replicable models that address the threats of climate change. The Ecuadorian authorities have stressed the need to raise awareness and increase access to information related to climate change, along with identifying the concerns of local communities to climate change.

1.2 Project Summary

Project Duration: 2011 - 2016
Number of participants: 15,000 families
Donor: Adaptation Fund (AF)
Project cost: US $ 7,449,468
In response to the needs and priorities of Ecuador, the World Food Programme's (WFP), FORECCSA Project began in 2011, at the request of the Ministry of Environment (MAE), and in coordination with the Ministry of Agriculture, Livestock, Aquaculture and Fisheries (MAGAP) and the local implementing Consortium of the Jubones River Basin (CCRJ) and the decentralized government of the Province of Pichincha (GADPP). The project aims to address the priorities identified by local governments and the national government, targeting 150 communities in 50 parishes with a total of 15,000 families in the provinces of Pichincha, Azuay, Loja and El Oro, the last three located in the area of the Jubones river. The activities seek to address the impact of reduced rainfall, more frequent droughts and other related to the impact of climate change on food security phenomena levels.

Project Objectives
The objective is to reduce vulnerability to the adverse effects of climate change and food insecurity of communities and ecosystems in the most vulnerable districts of the province of Pichincha and Jubones River Basin (CRJ).

The FORECCSA project seeks lower rates of food insecurity and vulnerability reduction of the Ecuadorian communities and their ecosystems to the adverse effects of climate change on the most vulnerable districts of the province of Pichincha and the CRJ. The project focuses a watershed and other territory in the province of Pichincha in order to increase the resilience of these communities and provide a barrier against the pressures caused by climate change.

The specific objectives of the project are:

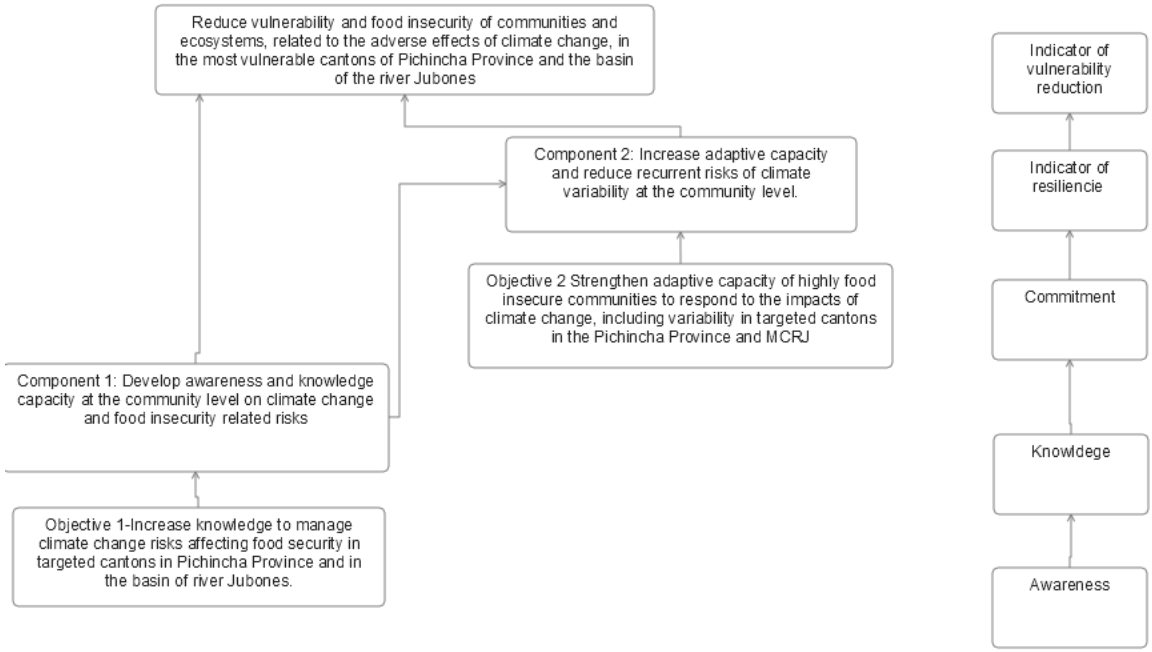
a) Increase awareness and knowledge of climate change and food security in communities experiencing high levels of food insecurity to mitigate the negative effects of climate change.

b) Strengthen the capacity of adaptation or n of these communities to respond to the impacts of climate change.

Project partners

The project was developed by WFP and the Foreign Ministry in coordination with local partners. It is based on a multi-sectoral approach with the support of national and local authorities, considering thematic areas such as climate change (CC), food security (SA) and gender. The Undersecretariat of Climate Change MFA is ultimately responsible for the implementation and coordination of the project, with WFP as lead partner, initially being the execution of the project to the local level CRJ and the Province of Pichincha. WFP brings an international perspective to the project and is responsible for operating and financial management and project monitoring. The organization provides technical support to national and local partners. Besides WFP and local governments have worked to build skills and increase their knowledge and understanding of climate risks related to issues of food security and gender. The MAGAP participates in the National Steering Committee (CRC) and the Technical Committee (TC), the first maximum decision-making organ of the Project, as well as technical assistance. And in the second with local partners and GADPP CCRJ as expressed in section 2.2 Uses and direct users of the evaluation.

Figure 1 1 FORECCSA Project Components



Source. Elaborated by the author

2. Evaluation Purpose

2.1 Purpose

This evaluation provides a description of the project implementation by assessing the design (including conceptualization) and implementation. The main points are:

1. Accountability - To promote accountability, transparency, systematically assess and reveal the levels of achievement of the project or program.
2. Training - Organize and summarize experiences and lessons that can help improve the selection, design, implementation and evaluation of future interventions financed by the FA.
3. Improvement / Decision making - Provide information on the process of decision making to improve current and future projects, programs and policies.
4. Judgment by evaluation criteria - Evaluate the relevance, effectiveness and efficiency of project design, objectives and performance.
5. Results unintended / unexpected - validate the results and make judgments about the extent to which the desired results were achieved and unexpected.

2.2 Uses and direct users of the evaluation

Given the approach used in this evaluation it is key to take into account the intended users. This mid-term evaluation is initiated by WFP as the Multilateral Implementing Entity of the AF. Its aim is to determine whether progress is being made towards achieving results and identify course correction elements. It focuses on the effectiveness, efficiency and timeliness of project implementation. It highlights issues requiring decisions and actions; and presents the initial lessons learned about the design, implementation and management. The results of this evaluation will be incorporated as recommendations to improve implementation during the latter half of the project period.

The evaluation identifies potential design issues of the project, assesses the progress towards achieving the objectives, identifying and documenting lessons learned and makes recommendations on specific actions that could be taken to improve the project. It aims to provide managers (Team Project Executing Agency (MAE), local implementing partners (CCRJ

and GADPP) and WFP strategy and decision-making options for greater effectiveness and efficiency expected results of the project and to replicate the results.

3. Description of the evaluation approach and main technical

3.1. Evaluation approach

1. The evaluation has a multi-method approach, whose basic features are: mixed systemic-criterial and the integration of gender sensitivity and multiculturalism and the human rights approach (according to international standards).
2. The methodology is based on norms and standards for evaluations and UNEG ethical guidelines for evaluation of UNEG. The evaluation aims to instrumentalize every evaluative phases in the following international standards:
-UNEG / FN / Standards (2005) Standards for Evaluation in the UN System
-CAD / OECD (2009) Standards for Evaluation in OECD-DAC.
3. Key elements of the systems approach will follow the following order:
1. Generally it discusses the context of the intervention, giving special attention to the particular situation or areas in which it runs.
2. It analyses the design of the intervention starting from the original.
3. Processes or mechanisms of the management of the intervention are analyzed; as the methodological choices and alternatives.
4. The results or impact of the intervention.
5. An analysis of the findings for conclusions and recommendations.

We will count, therefore, with the **main evaluation criteria (relevance, effectiveness, efficiency, sustainability) and the factors and processes that affect the achievement of project results, which all have to be analyzed with a systems approach (context, design, structure, process and results).** In this way, we have also designed the possibility of passing from the systemic to the criterial approach for the analysis and interpretation

Chosen approach

The approach chosen for the evaluation has taken into account three aspects: first the type of questions asked, second the kind of evaluation object of the FORECCSA project and third the available resources and existing time and human resources.

The nature of the FORECCSA project can be defined as high complexity, understanding complex as **changing and unpredictable**. The project alone cannot contribute to the expected results, as it needs favourable inputs, context (or contexts) and stakeholders.

The complexity of the FORECCSA project has involved the use of mixed methods, with different approaches, sources and evaluation techniques. The mixed methods evaluation, systematically integrates several evaluation methods, potentially at all stages of the evaluation process, based on both quantitative and qualitative data. This evaluation of mixed methods:
1. Used various designs, incorporating the assessment based on the program theory and case studies.
2. Included various data collection techniques, such as focus groups, observations, key informant interviews, and reviews of existing secondary data.
3. Included different data analysis techniques such as triangulation -of techniques, sources and data-analysis and contribution.

3.2. Main design, collection, analysis and interpretation tools

In addition to the above coordination, basic information gathering techniques were (1) the review of primary and secondary information sources, (2) interviews, (3) conducting workshops either in format (a) Focus Group, (b) Programme Theory Workshop, (4) observation.

Below we list and describe some of the techniques used in the different phases of the evaluation process (design and desk, fieldwork, analysis and reporting):

Techniques for designing the methodology and for desk work: The design of the evaluation methodology has focused the questions, sample decision making and strategy selection of collecting, analyzing and presenting data:

(I) Formulation of the problem (final dimension of the unit of analysis and questions on the (a) declared and (b) implemented program theory (systemic evaluation)

(II) Case studies for the application of different techniques to different stakeholders: Given the coverage areas of the project intervention, it became necessary to use significant case studies (qualitative approach). The cases have been provided by FORECCSA project managers.

(III) Selection strategies of collecting, analyzing and presenting data. The strategy has been the multi-method triangulation. The principles of data collection have been 1. Use multiple sources of evidence, 2. Create a database for case studies, 3. Maintaining the chain of evidence.

4. Scope of the proposed approach

4.1. Questions and levels of analysis (dimensions of the evaluation)

In the following table, the questions developed from the terms of reference (TOR) have been rearranged, associated and prioritized considering the dimensions of evaluation, using a systemic approach, taking into account the levels of analysis, also called dimensions of evaluation - context, design, structure, process and results-. It has also added a new question related to the quality of the monitoring, evaluation, systematization and learning of the FORECCSA project.

The evaluation questions. The evaluation is of strategic importance in the process of capacity building of the intervention at different levels: 1. parishes / communities, 2. local authorities, 3. national authorities and 4. . and Partners.

The key questions are grouped divided into design, process and results:

A. Design / Context

1. Relevance. Were the results of the project in line with the priorities of the country / region, the WFP and FA?

B. Level of processes and products

2. What was the initial phase of implementation in relation to the design? What were the main advantages and limitations?

3. Products and processes that influence the achievement of project results

4. How did the project design and the initial implementation phase? What were the main advantages and limitations?

5. Efficiency: How can the current decision-making process be more efficient? Will they be considered or may be considered alternatives?

6. Have the strategy, training and gender tools for project implementation been taken into account?

7. Decision making, learning and adapting for improvement. Flexibility and monitoring, evaluation and knowledge management

8. Were the studies, strategies, case studies - from the analysis of vulnerability until the adaptation measures and profiles- used and taken into account in the decision-making?

C. At the level of results

9. Effectiveness: What is the contribution to original and actual results?
10. Contributions to the knowledge management effectiveness. Have the homes, parishes and local / national authorities increased their knowledge about the effects and risks of climate change on food security?
11. Sustainability

It has been established a relationship between the criteria and the systemic approach, as shown in the following table:

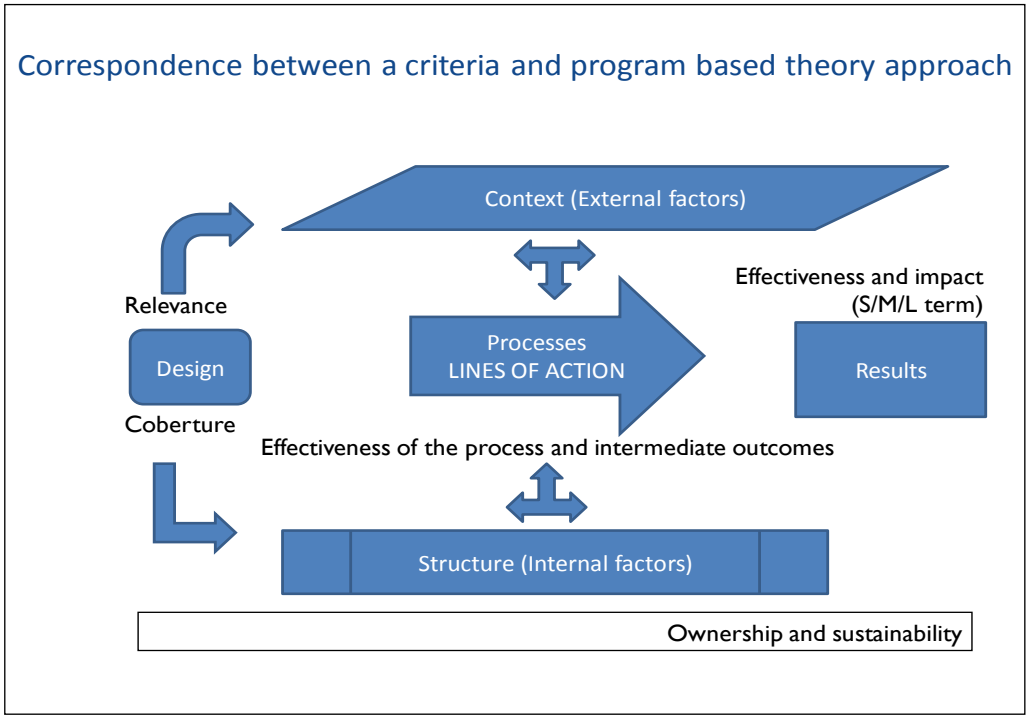
Table 1 Criteria and elements of systems approach

Criterion	Elements of the systemic approach
Relevance	Adequacy of the design context Adaptation of the process context Adequacy of the results at the level of the outputs, the context and the original design
Effectiveness and Efficiency	Adequacy between the structure, processes and expected results
Coordination	Adequacy of the organizational structure to the implementation process and context
Sustainability	Relationship between design, context, structure, process, results

Source. Prepared by the author

It aims to determine how the management mechanisms of the intervention have affected their performance and the achievement of the desired objectives or unexpected effects.

Figure 2 Relationship between systemic & criterial approach



Source: From the TOR external interim evaluation of the project

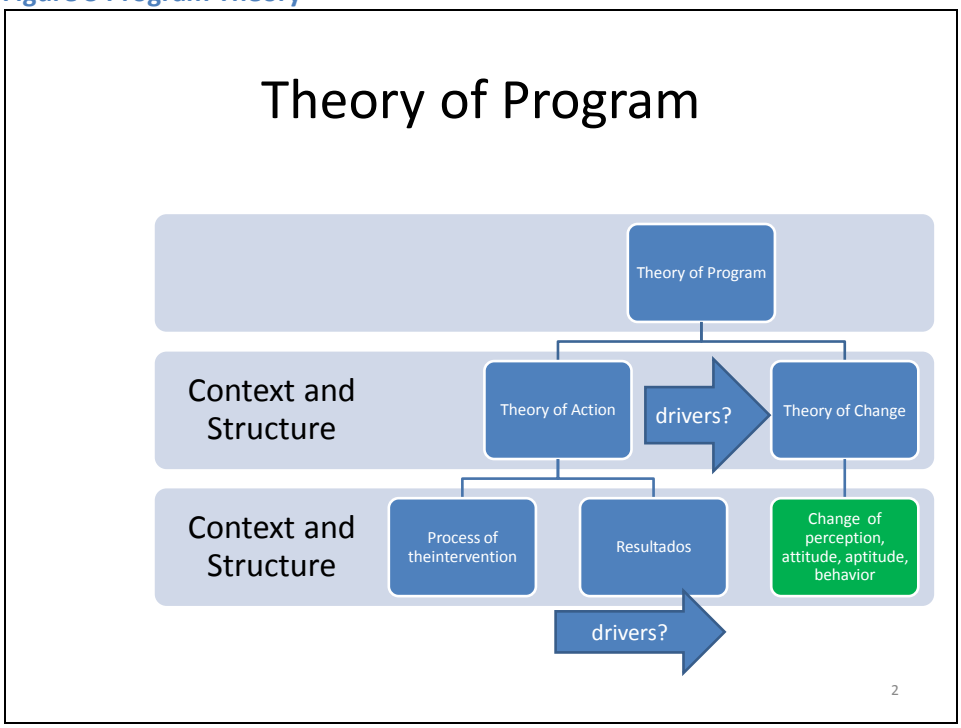
4.2. Evaluation based on the program theory (systemic evaluation)

As part of the mixed methods, the evaluation methodology was designed to assess complex change processes as those that have occurred in the implementation of the project, several

sectors, involving multiple stakeholders (local and international partners). The evaluator used the "program theory" based on the planning and monitoring matrices of the intervention.

The character of intermediate and summative evaluation - focused both learning and the accountability- and in the design of the intervention, are compatible with the use of the evaluation based on the theory of program *(Ligero, 2011; Weiss, 1998; Funnell & Rogers, 2011 and Donaldson, 2007)* . Therefore, systemic approach has been complemented with a criterial approach that seeks to make judgments about the effectiveness, efficiency, relevance and sustainability of the implementation of the intervention; starting from the display of the program theory in which the evaluation questions seek to understand what happened and why.

Figure 3 Program Theory



Source: Compiled from Funell and Rogers (2011)

4.3. Participation and the stakeholders in the evaluation

The various groups involved have their own belief systems, interests and attitudes. They have different views on how to address the evaluative and gender and intercultural dimensions. A challenge and a key part of the evaluation process has been finding practical and realistic access this information, consulting different groups and verifying information from different sources forms.

4.4. The evaluation matrix

The inception report resulted in a final work plan, detailing phases, activities, responsibilities and time frame. The evaluation matrix considered the project components addressing its analysis through a series of guiding questions for each defined previously established criteria.
Evaluation questions defined the information to produce during the evaluation process. The questions are grouped according to the criteria. In turn, these criteria are grouped according to the three levels of the program.

4.5. Evaluation Plan

The duration of each phase, including activities, goals and outputs, are described below. The phases have been managed by Veronica Alvarado WFP Official Programme:

Table 2 Phases of the evaluation

PHASES (Duration)
1.Desk phase and development of the design of the evaluation (March-May 2015)
2. Field work (20 May -2 June 2015)
3. Evaluation report (June 2015)
3.1 Preparation of the draft evaluation report and presentation
3.2 Review of conclusions and recommendations
3.3. Final evaluation report
4. Communication and Dissemination

4.6. Evaluation organization and work plan

The time set for the evaluation was 30 days of work by the evaluator. According to the frame time, a timetable was established to guide the evaluation. The duration of each phase of the evaluation and its activities, objectives and outputs are described in Annexes.

4.7. Limitations of the evaluation and ways to mitigate these limitations

Regarding the development of the evaluation process, we point out the good collaboration with Veronica Alvarado, WFP officer and officer of the management unit of the evaluation program. In general, the evaluation went smoothly, although it is worth noting the following issues:

- A project of this magnitude and complexity involves a considerable amount of stocks, organizations and institutions involved in different areas to be met in a short frame time. This has been a challenge, however, with the proposed evaluative approach, the evaluator considered to have had access to sufficient information with a suitable working methodology to understand this complexity.
- Given the time constraints of the evaluation, the participation of the stakeholders has been by provision of information. The direct users are the members of the CDN and the CT.
- With direct relation with this evaluation, it is observed an overlap in the FORECCSA project requirements of accountability:

1. An overlapping of the internal and external monitoring and evaluation processes to different actors, with different purposes. This puts at risk the alignment with the principles of quality and has the risk of causing reduced efficiency, tunnel vision, fatigue and certain bureaucratization of the evaluative processes for monitoring and evaluation, reducing the ability of learning and improvement in all parties.
2. If the project FORECCSA project gives more importance to the answer to donors as users of this evaluation, with the danger of orientating the evaluation only to accountability, or if the donors themselves are focused too much on accountability, this could subtract capacity learning of the evaluation process.

- The basic documentation was put to disposition of the evaluator during the desk phase and the field mission by WFP.
- During the mission the disposition and opening of the stakeholders were total, both the management of the FORECCSA project, the WFP and the implementing partners accompanied the evaluator and this helped to mitigate much of the limitations of this evaluation.

5. The context of the FORECCSA project

5.1 The context

Ecuador is highly vulnerable to the impacts of climate change due to its geographic location and topography (UNFCCC First National Communication, Quito, 2000). Located on the equator, with the Andes mountain range dividing the country, Ecuador has a land area of 256.370 square kilometers and is divided into four regions: the Andean Sierra (72 volcanoes), the Pacific Ocean coast, Amazon and Galapagos archipelago.

These geographical regions comprise an extraordinary diversity, from the glaciers in the highlands, the tropical rain forests in the Amazon, tropical dry forests in the Pacific Ocean to the Galapagos Islands, which are World Heritage of the Humanity. Some of these systems are more sensitive to climate change than others, and are believed to be suffering as a result of more rapid climate change, including variability. The natural fragility of these ecosystems with high biodiversity makes them more susceptible to slight changes in temperature and water availability. In the basins of the rivers of Ecuador, environmental degradation also includes the effects of climate variability, particularly with regard to the exploitation of forests, crops on land with high erosion and overgrazing in high altitude areas.

Studies on the impact of climate change in Ecuador show threats related to the increase in the average temperature (1 ° C), the loss of glaciers (30 percent of its mass in the last 30 years), degeneration of deserts and desertification, loss of forests and increased frequency of extreme events.[1]

The impacts on local communities include: a reduction in water flow, decrease in crop productivity and increased fragility of ecosystems. This results in the reduction of ecosystem services. Rapid population growth and increasing population density make that more people are exposed to the mentioned threats and dangers. As poverty forces people to occupy unsafe land, poor people take the cheapest and vulnerable to disasters and land are hit hardest by disasters. The lack of strategies and ability to minimize the impact of intense events results in increased exposure and larger economic losses from more frequent events.

An important factor contributing to the vulnerability of communities to climate hazards is the lack of awareness about these threats and measures for adaptation and mitigation. Examples are houses built on fragile land; inadequate quality of infrastructure and building materials; and ongoing environmental damage. The negative impacts of recurring events are even stronger because of the lack of regional policies for the preservation and conservation of natural resources, lack of plans, standards and appropriate building codes and misapplication of early warning models, that in most cases have not been developed and implemented. There is little progress in the use of existing social organizations and local knowledge to identify threats and climate-related solutions. In sum, there is a poor understanding of the threats or adaptive to climate change at the community level.

The Ecuador suffers increasingly from various types of natural disasters: floods, droughts, earthquakes and volcanic eruptions. Floods and drought have intensified their severity. In the past decade, Ecuador had economic losses of more than $ 4 billion just from drought. [2] This high exposure has increased the vulnerability of key economic sectors such as agriculture, water resources, fisheries, infrastructure and tourism. Annual economic losses from these sectors

[1] Vulnerabilidad - Adaptación y Mitigación al Cambio Climático en el Ecuador: compendio de acciones, estrategias y perfiles de proyectos en los recursos de la energía, la silvicultura, la agricultura, marino-costeros y de agua. Comité Nacional para el Clima, Ministerio del Ambiente, Ecuador, junio de 2001.
Evidencias del cambio climático en Ecuador - actualización. Comité Nacional para el Clima, - Ministerio de Medio Ambiente (Proyecto ECU / 99 / G31 Cambio Climático, Fase II, Ecuador, junio de 2002).
Comunicación Nacional de la República de Ecuador para la CMNUCC, Ministerio del Ambiente, Ecuador, noviembre de 2000.
Notas para la discusión de la estrategia nacional de desarrollo humano: contribuciones a una estrategia ambiental alternativa, los indicadores de sostenibilidad y las políticas ambientales. SENPLADES, FLACSO Ecuador, el PNUD Ecuador, CISMIL2015, 2009
[2] Source: VAM Ecuador: mapas de inseguridad alimentaria, la erosión, las heladas y la desertificación, el PMA Ecuador, 2010.

make clear that Ecuador is a particularly vulnerable country to climate change. The effects of climate change, including increasing frequency and intensity of El Niño and La Niña, combined with food insecurity and poverty make the Ecuador needs to develop a strong planning and implementing replicable models to address threats of climate change.

Although Ecuador is an oil exporting country, there are wide disparities in living conditions and access to opportunities. Inequality and exclusion are related to ethnicity, place of residence (urban and rural), gender and age. Ecuador took the position 80 of 182 countries in the Human Development Report of UNDP. Chronic malnutrition affects 26 percent of children under 5 years old in the country; however, this rate reaches 45 percent in Ecuador altitude areas and 47 percent for indigenous people (SIISE-MCDS 2006, WHO, 2005). Lack of access to food, consumption factors and inadequate nutrition practices and health problems contribute to these levels of malnutrition. The incidence of extreme poverty nationwide is 13 percent, but is higher in rural areas, where it reaches 49 percent. As highlighted in the Millennium Ecosystem Report, 21 percent of the land area in Ecuador is used for agriculture. According to the Survey of Living Conditions (SLC 2006), about 51 percent of heads of households living in poverty and have limited purchasing power, their living through agriculture, livestock and fishing and depend stable water supplies.
Food insecurity is high in areas prone to disasters, mainly in rural areas inhabited by indigenous and Afro-Ecuadorian populations areas. These groups are affected by the floods, volcanic eruptions and drought and are less able to cope with the individual events or changing weather patterns.

5.2 Policies of Ecuador

5.2.1 Policies on climate change in Ecuador

Ecuador ratified the UNFCCC through a congressional resolution of January 6, 1993, which was published as the Executive Decree No. 565 in the Official Gazette no. 148 of 16 March 1993. Ecuador also signed and ratified the Kyoto Protocol in December 1999 (Official Journal 342, December 20, 1999). The technical focal point for the UNFCCC and the Kyoto Protocol is the Secretariat for Environmental Quality, Ministry of Environment (MAE) of the Republic of Ecuador. Currently the Undersecretary of Climate Change MFA is the representative.
Climate policies in Ecuador began in the early 1990s, when it became clear that the country was particularly vulnerable to the effects of climate change. Since the ratification of the UNFCCC in 1993, the Meteorological and Hydrological Institute led the Climate Change Process in Ecuador Project (CHP). This initiative first brought the issue of climate change to the attention of the Ecuadorians decision makers. The initiative generated some actions:

- The Study of Climate Change of Ecuador (EPA);
- A project on the impact of climate change in the coastal region financed by the Netherlands;
- A training program on climate change in Ecuador (CC Train);
- UNEP program to offset emissions of greenhouse gases in Ecuador (UNEP-RISO);
- Technician support of UNDP-GEF for stages I and II of the National Ecuador Communication or to the UNFCCC.

The First National Communication (PCN) provides an overview of the Ecuadorian policy on climate change (2001). The Second National Communication on Climate Change provides information on the sectors that emit greenhouse gases (GHGs) in Ecuador, especially actions related to deforestation, land use change, mitigating actions and use of energy.
The PCN produced the first reference to emissions of greenhouse gases and stressed adaptation to climate change as a national priority. It identified priority systems in terms of sensitivity to climate change and identified a number of policy options to improve the management of climate

risks in Ecuador, stressing water management as a national priority. According to the PRODOC, according to the PCN, Ecuador contributes 0.001% of global emissions of greenhouse gases.

Global warming affects the temperature and precipitation patterns and has a direct impact on local communities. It affects economic output and increases the fragility of ecosystems. The Second National Communication estimated that the threats to ecosystems will have long-term effects. In the project area, due to the increase in average temperature and severity of rainfall, it is clear the Cayambe glacier disappearance. The watershed degradation and the lack of sustainable management of grasslands and water resources and farming patterns have contributed to the progressive degradation and transformation of ecosystems. Many people may suffer water shortages in the future. According to the Second National Communication, "all patterns unequivocally indicate a warming of the climate system in all regions of the country. The projected climate change is consistent with global patterns, but Harrison and Carson (2007) provide areas of cold weather in the Pacific coast of South America. "

Despite slightly contribution to global emissions, the commitment of the Government of Ecuador with the problem of climate change is evident. Article 414 of the Constitution of Ecuador provides that "the State shall take appropriate measures to the mitigation of climate change by limiting emissions of greenhouse gases, deforestation and air pollution; adopt measures for the conservation of forests and vegetation and protect the population at risk."

Ecuador has recognized the adaptation and mitigation of climate change in national policy (see Annex I of the Executive Decree 1815, July 1, 2009). Article 4 of Executive Order 1815 granted all the powers, functions and activities previously undertaken by the National Committee on Climate Division of the National Climate Change, Sustainable Production and Consumption of the Ministry of Environment. The Undersecretariat of Climate Change in MAE was created in December 2009. The Undersecretariat is responsible for the management of climate change in coordination with other state agencies and civil society.
Adaptation and mitigation of climate change are clearly defined as priorities in the National Environmental Policy (Policy 3 MAE 2010). The policy outlines the management of ecosystems for adaptation to climate change and populations and prioritizes plans, measures and actions to:

- Mitigate the impacts of climate change and other natural events on populations and ecosystems.
- Manage the inherent risk associated with extreme events associated with climate change ¡, and
- Reducing emissions of greenhouse gases in the social and productive sectors.

With Executive Order 1815 (referred back), MAE has assumed responsibility for formulating and implementing the National Strategy on Climate Change. This strategy includes initiatives to raise awareness, build capacity to adapt, mitigate and manage climate change and generate information on threats and risks. In addition, the strategy promotes interagency coordination of initiatives on climate change at all levels of government. The National Climate Change Strategy identifies the following priorities:

- Strengthen the scientific national capacity to investigate climate change, emissions of greenhouse gases and the country vulnerability to climate change.
- Monitor policy climate variability, temperature, rushing and analyze vulnerability to climate change and emissions of greenhouse gases.
- Mitigate emissions of greenhouse gases and promote adaptation to climate change;
- Build institutional capacity and raise awareness about climate change.

The fourth objective of the National Development Plan (NDP) is "to ensure the rights of nature and promote a healthy and sustainable environment." The plan identifies as a priority "promoting the adaptation and mitigation of climate change with emphasis on the process of

adaptation to climate change (SENPLADES 2009). This policy promotes the implementation of adaptation programs, with attention to vulnerable and fragile ecosystems, food sovereignty and interagency coordination among different key allies.

Given the high priority of the sustainable management of water resources, the National Secretariat for Water (SENAGUA) was created through Executive Order 1088, issued on May 15. The Secretariat is responsible for managing the water through strategies watershed management. One of its main objectives is to promote policies for the protection of watersheds with emphasis on forest conservation and preservation of water quality at the source.

5.2.2 Context of the Implementation

Directly related to the national strategy, when starting with the implementation of Project FORECCSA, the MAE was implementing two projects funded by the GEF (Global Environment Facility). The first project is *Adapting to climate change through effective water governance in Ecuador (PACC)*. Its main objective is to reduce Ecuador's vulnerability to climate change by increasing their adaptive capacities. It promotes efficient water management and better access to relevant and accurate information about the weather. This project emphasizes adaptation to climate change in water management in Ecuador and includes three basins (Azuay, Loja, Rivers). The other project is to *reduce the impact of the disappearance of glaciers in the tropical Andes of Peru, Bolivia and Ecuador (PRAA)*. The main objective is to strengthen the resilience of ecosystems and local impact to the disappearance of glaciers in the tropical Andes economies. In the case of Ecuador, the PRAA mainly emphasizes sustainable management and conservation of micro basins and plateaus around the Antisana volcano. From the design stage of this project the MFA has continued to participate, leading and executing other initiatives, programs or projects related to climate change. We highlight the Tropical Andes project, GIDDACC Project, the National REDD Program, National Appropriate Mitigation Action -NAMA-, the Socio Bosque program, the Clean Development Mechanism CDM in Ecuador. The FORECCSA is the first project linking climate change and food security kind to be held in Ecuador.

In support of the national regulatory framework, Ecuador implemented several strategic measures to mitigate climate change to reduce emissions of greenhouse gases, including Socio Bosque and Socio Paramo. These initiatives provide economic incentives for reducing deforestation. The aim is to reduce emissions of greenhouse gases and to support adaptation measures to build resilience of ecosystems through conservation of biodiversity, provision of environmental services and the improvement of social conditions. These initiatives have contributed to the conservation of 260 hectares of forest. Since 2001, CAMAREN (Consortium for Training in the Management of Renewable Natural Resources), a consortium of state agencies (MAE, CREA) and representatives of a dozen Ecuadorian universities and NGOs, has brought together stakeholders in the administration Water in Ecuador. This forum provides a unique framework to link climate change concerns with the agenda related to water management in Ecuador. The Sixth Water Forum was held in June 2010.

The Ministry of Energy is also promoting initiatives to promote energy efficiency. Ecuador also implements projects with clean development mechanism (CDM) -a total of 25 projects registered or validated in areas such as hydropower and energy efficiency. In addition, the MAE sponsoring an awareness campaign on the importance of energy efficiency in fighting climate change.

6. Nature and Program Theory of the FORECCSA project

6.1 Nature of the FORECCSA project

An intervention is complex in nature when some of the following elements of the project are marked by the complexity-the context, focus, direction, consistency, necessity, adequacy and change the trajectory of the project.

The nature of the FORECCSA project can be defined as complex, due to be a complex, technical and political, a joint project with the participation of multiple actors and innovative pilot learning context. This takes place in the following table: -

Table 3 Explanation of the complex nature of the FORECCSA project

The FORECCSA project as complex intervention	Validated methodological hypothesis in the evaluation
1.Multisector and multi-case	Comparative analysis of multiple cases-standards development **case study and purposive sampling**
2. Technical and political with local, regional and national implications. Intended to influence the creation of public policy.	Analyzed the Framework and **Program Theory**
3.Project of organizations with different mandates	Implications of the **mandate for the organizations** in practice and understanding of organizational dynamics in practice
3. Country with strong public institutions	Analyzed whether the government has included institutional framework in the design and implementation
4. Pilot innovative learning	Validated if the methodological framework and the support received from the design is consistent with the **rigor of the design and planning of a pilot case approach** and has avoided the emerging construction of the approach: 1. Standarisation and harmonize approaches, strategies, operations and guides 2. Monitoring, evaluation, systematization for political influence 3. Capacity building

Source. Prepared by the autor

The implications of this is that the FORECCSA project faces **changing and unpredictable** situations. The project alone cannot contribute to the expected results, it needs adequate time and quantity inputs, context (or contexts) and pro players. Some reasons for this are:

1. The context is key to understand the complexity of the FORECCSA project (see section referring to the context).

2. Project Focus: the FORECCSA project (1) has different objectives (a) at different levels / multi-level (Government, Regions, Parishes, host communities) and (b) with the different stakeholders. (2) dynamic / variable coverture (different locations, successive phases, planned and actual funding ...) and there have been activities that have been emerging during the implementation, expanding its coverage. (3) needs to analyze the consequences of interaction and different perception of multiple parties and actors with time frames and different and sometimes contradictory expectations.

3. Direction and FORECCSA project team: In the direction and management of project FORECCSA we have several, multilateral, national, and local, with a form of joint management organizations. We analyzed the implications for financing and -coordination management, human resources.

4. Consistency, necessity, scope and trajectory of change for FORECCSA project:

The **consistency** is the kind of activities the project FORECCSA must perform and how to perform. Consistency depends on whether the FORECCSA project: (1) must be adapted to the specificities of the actors, and if the scope for standards-if existence is limited, and also (2) the way of implementing the activities has changed or It has been continuous during execution of the FORECCSA project.

b **Necessity** : The FORECCSA project was the only one or one of a number of ways to achieve the objectives, had high need or many other alternatives to meet those needs, given the complexity of the context.

c **Sufficiency** : The FORECCSA project works in all cases or only in some environments (contexts) favorable to its execution and if they work in conjunction with other actors. The project FORECCSA operates normally or by itself the FORECCSA project is not sufficient to produce the desired results.

d. **Trajectory of change**: The cause and effect of the change, the degree of understanding and predictability in the change in the FORECCSA project is simple, complicated or complex.

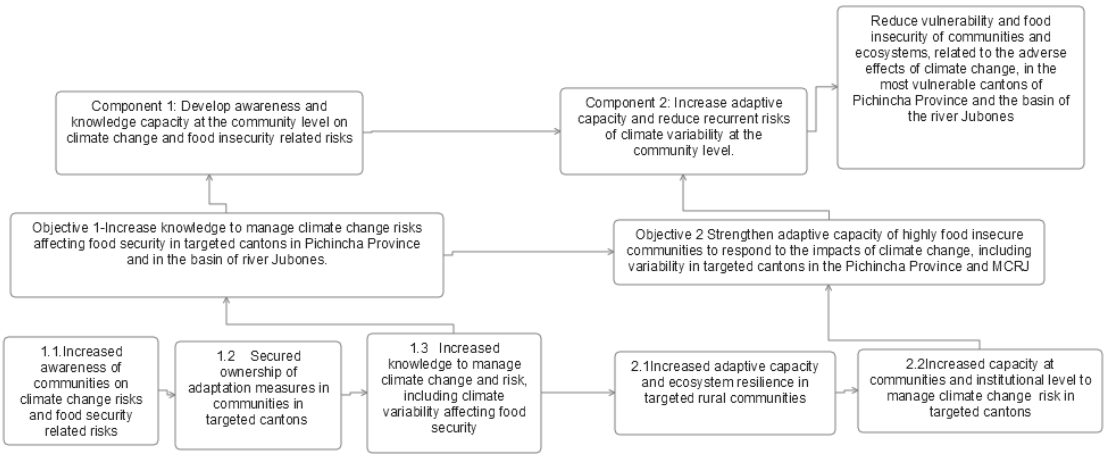
Table 4 Type of elements of nature the project FORECCSA

Elements that characterize the nature of the project FORECCSA	Single	Complicated	Complex
Focus			X
Project management			X
Consistency (type of activities and how they are implemented)			X
Necessity (or alternatives)			X
Sufficiency (to produce the expected results)			X
Trajectory of change (relation between cause understandable effect, linear, curvilinear, unpredictable)			X

Font. Prepared by the author

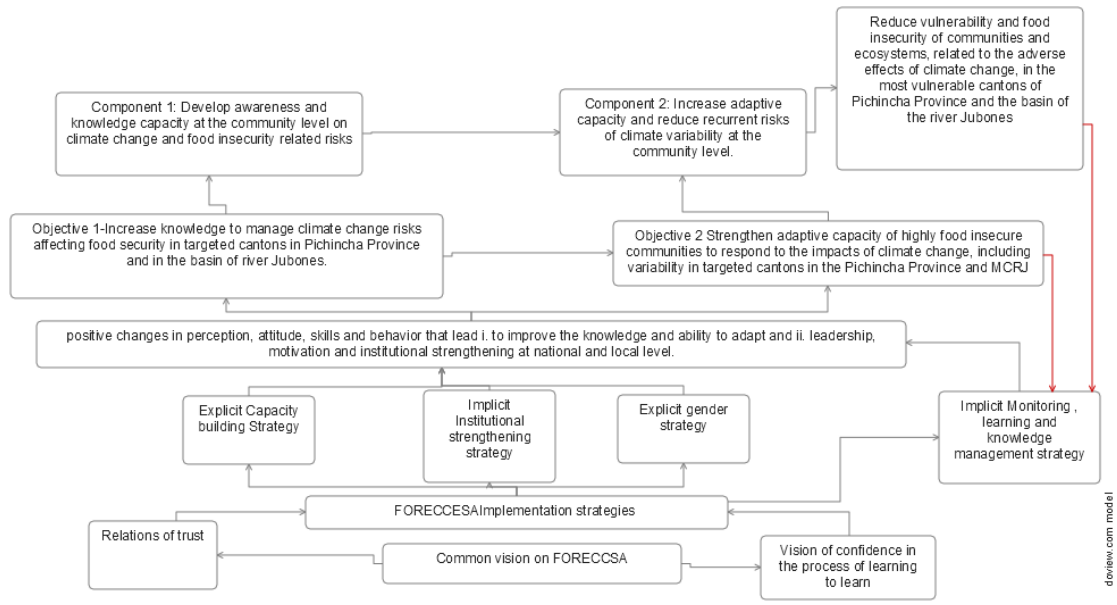
6.2 The theory of program of the FORECCSA project. FORECCSA design and implementation

Figure 4 Components of the project FORECCSA



Source. Prepared by the author

Figure 5 Program Theory of the FORECCSA project



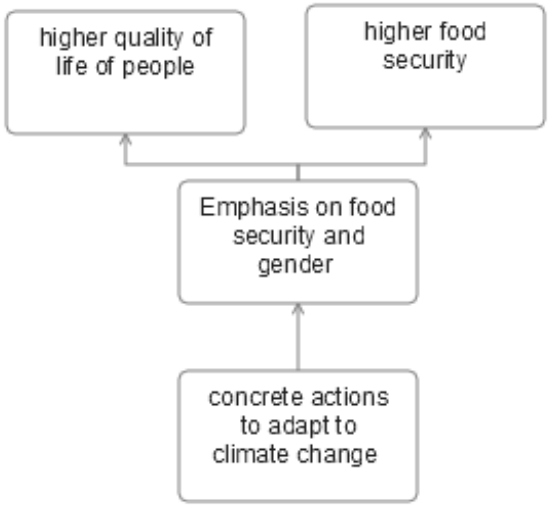
Source. Prepared by the author

There are considerable differences in the characteristics of ecological systems, cultural traditions, ethnic composition and different dependence on natural resources to sustain livelihoods - however, the areas of focus of the project are the kind of preparation and lack of the general ability to adapt to climate change and food security, particularly in households headed by women.

A consequence of increased tensions and weather-related effects, local communities are experiencing an increasing incidence of consumption impoverishment and vulnerability of food security, especially in terms of changing dietary practices and eating habits. From a nutritional standpoint, these strategies are being inadequate, and mothers and children are the most affected by changes in diet related to climate risks.

The FORECCSA project involves stakeholders in order to achieve two main objectives:
1. Increase knowledge and capacity to manage climate change risks affecting food security, and;
2. Increase the adaptive capacity of communities with high food insecurity to respond to the impacts of climate change, including variability.
The theory of the program of the project seeks to demonstrate that comprehensive interventions in concrete actions to adapt to climate change, with emphasis on food security and gender can influence the quality of life of people and their food security. An intervention is not sufficient to achieve significant results, but its effects are maximized if it is designed and implemented in a participatory manner, accompanied by awareness campaigns on the adverse effects of climate change.

Figure 6 . Vision of the FORECCSA project



Source. PRODOC

FORECCSA desired project strategy and finally implemented project strategy

In the text there is information comparing planned with finally executed activities. The executed activities appear in Bold and italic.

Given the climatic threats facing the priority areas, including reducing rainfall and floods more frequent and the anticipated effects on food security, the project raised two implementation strategies: community-based (CBA) adaptation[3] and ecosystem-based adaptation [4] (EBA),. The project would help reduce vulnerability to climate change and its risks in 50 parishes in 4 provinces of Ecuador. The strategy would support the objective of reducing vulnerabilities, particularly with regard to food insecurity and increase resilience to climate change in order to maintain the water supply of the moors and forests as well as maintain the productive capacity of arable land.

[3] Community-based adaptation (CBA) recognizes that communities already possess much of the knowledge and skills required to cope with the expected impacts of climate change. Communities can often increase their resilience to climate stresses by building on their own knowledge and skills. This strategy recognizes that environmental knowledge, vulnerability and resilience to climate impacts are embedded in societies and cultures. This means the focus is on empowering communities to themselves take action based on their own decision-making processes. (The 4th International Conference on Community Based Adaptation (CBA) to Climate Change, Dar Es Salaam, Tanzania, 21-27 February 2010.)

4 While the design of the FORECCSA project was raised to develop EbA, EbA has not developed in the process of implementation of adaptation measures. Adaptation actions focus on CbA 100%. However there may be some indirect actions would be related to ecosystem adaptation in a few measures.

Initially there would be two basins with the approach of the project and their selection would help maintain resilience in large areas, and act as a stronger buffer against weather aggressions. ***Finally there was only a watershed approach in Jubones river.*** The majority of projects ignore the importance of incorporating community participation in its activities, however, this would be a key element for the implementation of this project. A unique feature of the project would be the integration of adaptation measures within the strategies of food security.

The project would support the implementation of two national strategies (the strategy for climate change and the strategy for food security), by coordinating actions at regional level (provincial) and the level of river basins. The climate change strategy aims to implement three plans (adaptation, mitigation and capacity building). ***However there is no a food security strategy issued by the governing body of the subject as is the case MAGAP*.**

The implementation structure would include a direct link and coordination between local authorities (CCRJ, GADPP) working directly with communities and that execute the local adaptation plans, and the MAE and MAGAP at the central level. ***Finally, by CDN decision, nor CCRJ nor GADPP is responsible for the implementation of adaptation plans, as they are performed by the MAE.***

Adaptation plans were developed under consultancy for 45 parishes, Plans of Land Use and Development (PDOTs), is developed by each GAD according to the guidelines of SENPLADES (National Secretariat of Planning and Development), the PDOTs are updated under consultancy financed by the GAD. Jubones partner, the PDOT CCRJ, has managed with the support and advice GADs to articulate within the programs and projects climate variable, also in strategic parts of PDOT it is expected mainstreaming the climate variable.

Regarding the implementing partner of Pichincha, GADPP, there has not been favorable response to participate in the process of incorporating the climate variable in the PDOT. So this process will be taken by the FORECCSA Project technical team and the Pichincha Specialist in monitoring and evaluation. The MAGAP has not participated in the process of planning for adaptation nor in the process of mainstreaming of the climate variable. The MAGAP acts as advisor for the implementation of measures in the approach of farm irrigation and food security.

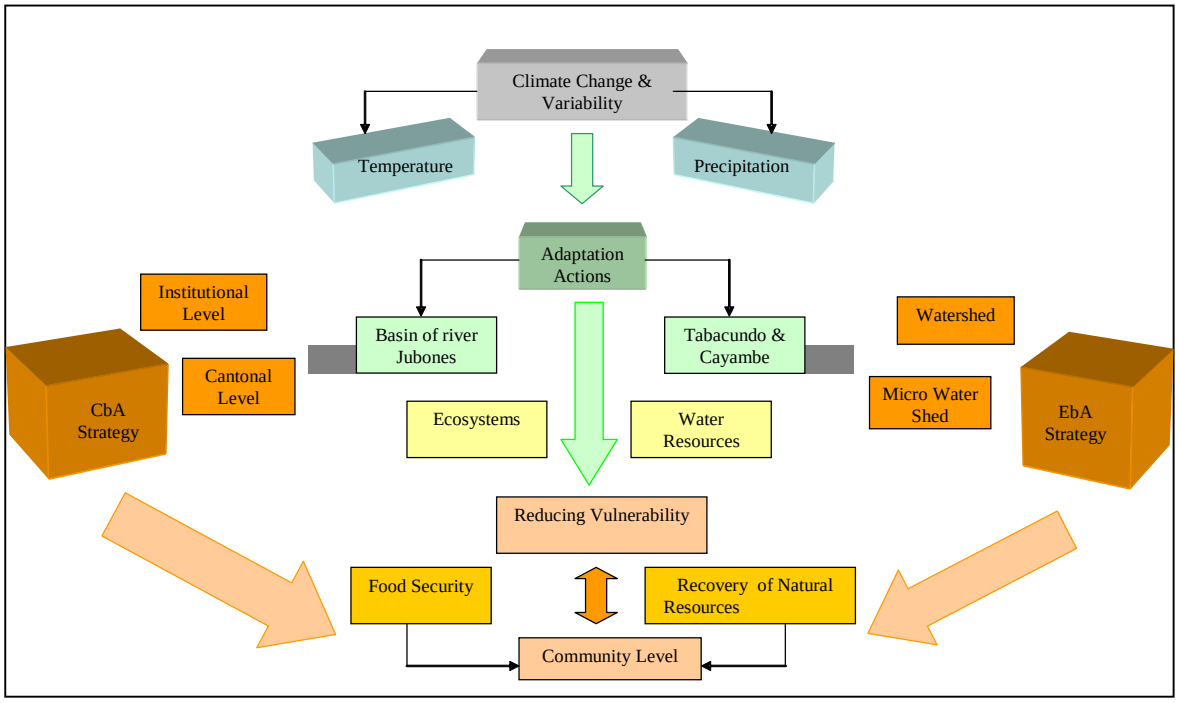
The project would identify and implement a series of activities (related to agriculture and water shortage especially) that support the management of water resources. The activities would be selected through a participatory process that takes into account the ecological zone and the priorities of the communities. The strategy would be based on the Ecuadorian experience that demonstrates that adaptation at the community level requires awareness, greater knowledge, greater capacity continued provision of ecosystem services . By maintaining the resilience scale, the flow of ecosystem services would be assured and the changes of irreversible ecosystem avoided.

A main element of the strategy was monitoring and evaluating the effectiveness of various community plans to be carried out. ***Finally, the project will affect mainly to the extent that is integrated into the PDOT, one of the components of the measure is the mainstreaming of adaptation to climate change in the PDOT***. The MFA had a great interest in reviewing the activities that are effective in helping communities adapt to climate change and to increase the resilience of ecosystems. On the other hand, the MAGAP had an interest in food safety, taking into account production, access, utilization and stability at the local level in the context of climate change. The Government's intention was to expand and replicate community systems that are effective in meeting both objectives.

The process of updating the National Strategy for Changing Climate was an opportunity for the government, working through this project and with WFP to test implementation models supporting adaptation to climate change at the community level different sectors.

The proposed approach would recognize the importance of critical ecosystems and agricultural production systems in support of food security of communities, and as a means of supporting the most vulnerable sectors of the population. The project was addressed to the cantons with the highest levels of chronic malnutrition and high risk to fluctuations in rainfall and changes in water availability due to climate variability and climate change. Also it focuses on the communities most affected by climate-related events and are less able to cope with climate variability. The focus on communities implied that the project would concentrate on vulnerable households, particularly those headed by women and those with high levels of poverty. In addition, payment for environmental services and the strategy of using incentives would be an important part of the implementation plan.

Below is a chart of how it would work the originally proposed project is as follows:
Implementation Strategy



Source. PRODOC

The components and activities of the project would be implemented based on the strategies and plans of the community, with special attention to the priorities of women and indigenous groups. With this feature the project expected to have an impact at the local level, empowering communities to address the threats of climate change. The participatory process would encourage the participation of at least 50% women in the planned activities, including decision-making processes.

FORECCSA project targeting

The project is being implemented in 12 districts of four provinces. Pichincha, Azuay, Loja and El Oro Within these provinces, the project activities and plans for adaptation would be conducted

in the communities of 50 parishes. The selection of communities would be based on climate-related, the degree of food insecurity and the level of organization of the communities' indicators.

Initially in the PRODOC vulnerability criteria for selected communities included:

1. Increased frequency and severity of floods, drought and landslides as í
2. Retreating glaciers, affecting water availability
3. Degradation of forests and soil
4. Degradation or pollution Of water resource
5. Agriculture activities for daily subsistence and land tenure
6. About agriculture exploitation

A census would be conducted in all parishes and communities in order to distinguish and prioritize vulnerable groups, using the following criteria:

1. Affected households by chronic malnutrition, anemia, low dietary diversity and inadequate food consumption
2. Households dependent on the agriculture services
3. Households headed by women
4. High concentrations of indigenous populations
5. Households with more than six members

Finally vulnerability criteria were based on 31 indicators to measure and quantify the factors of vulnerability:

- ***2 indicators for exposure***
- ***9 indicators for sensitivity***
- ***20 indicators capacity adaptation***

Communities as the risk map of drought or frost had an average high involvement were selected.

Vulnerability Reduction. The project would address and reduce the vulnerability caused by climate hazards related to food security: increase in average temperature, which produces the effect of receding glaciers, desertification and degradation of the moors, forest loss, and an increase in frequency of extreme weather events.

The main climate threat against which it should be defined priorities adaptation of rural livelihoods of the Rio Jubones is drought for 85% (29) of the parishes / county seats, to a lesser extent is the ice for 9% (3) of the parishes / county seats, while heavy rains and abnormal rains are 3% (1) of the parishes each.
In the province of Pichincha it has been determined that the main climate threat is drought in the 11 parishes that implement adaptation measures addressing FORECCSA under the Project.

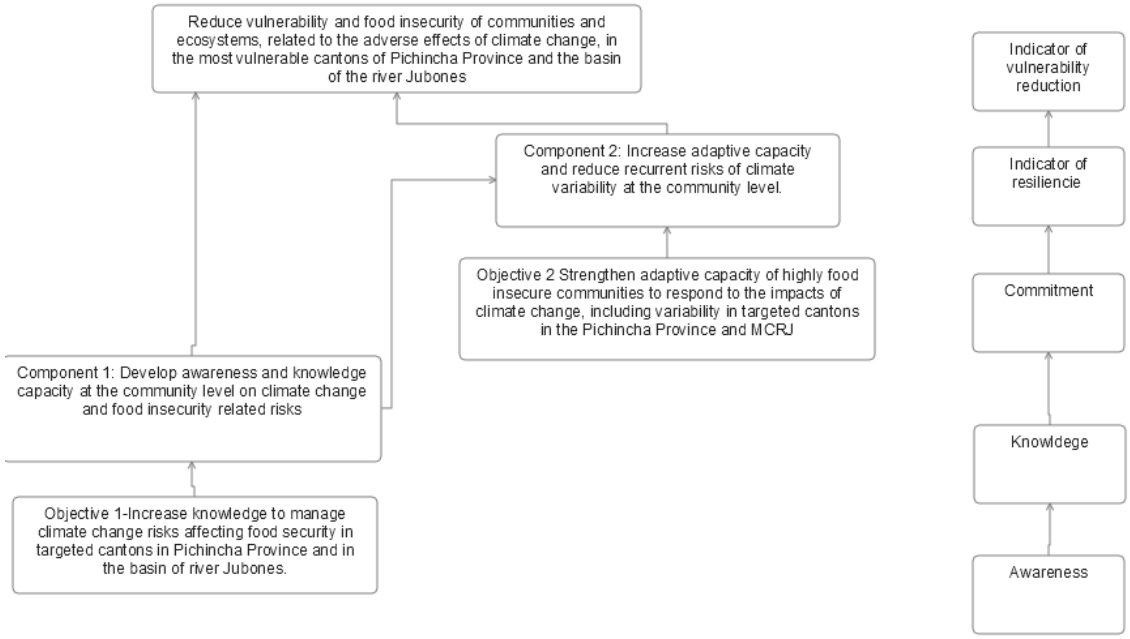
The activities help to reduce the direct impacts of the threats of climate change on local food security, improving the resilience of communities and their ability to deal with climate hazards and to reduce the human and economic losses locally. The activities develop awareness of the threats of climate change, disseminate information and transfer knowledge so that local communities can adapt to these threats.

Community adaptation plans would identify community priorities when choosing adaptation measures that would help them build capacity to mitigate the impact of climate change threats. Specific adaptation measures would be identified through a participatory process with the selected communities, responding to local threats, which include conservation measures and water storage, reforestation and protection of vulnerable landscapes, preparedness measures

to mitigate the impact of extreme events, including measures to reduce soil erosion and runoff. These adaptation measures would ensure **that the poorest communities** have the capacity to adapt to the impacts of climate change without putting food security at risk. ***Finally these measures have given primacy to the adaptation to water shortages in vulnerable communities.***

Components of the project FORECCSA. As part of the project baseline, it would undertake a thorough analysis of vulnerability to identify threats from local weather using the WFP VAM 2010. The analysis would guide planning at the cantonal level and guide the development of adaptation plans at EU level. The analysis would be conducted by the GADPP and CCRJ, in coordination with WFP, MAE, MAGAP and the National Institute of Meteorology and Hydrology of Ecuador (INAMHI). The analysis is based on the following risk indicators of climate change, socioeconomic indicators and indicators of food security including food consumption habits, restricting access to food, and agricultural practices. All indicators would be evaluated taking into account gender, and the data will be disaggregated by gender and socio-economic groups. ***Finally the vulnerability studies led the MFA and have been performed for 45 of the 50 parishes. There was a study on food safety carried out by WFP in the two areas of intervention: Pichincha and Jubones. The FORECCSA project has worked with INAMHI in climate information system with a consultancy of CIIFEN.***

Figure 7 Interpretation from evaluating Theory Program project FORECCSA



Source. Prepared by the author

The project would be implemented through two components, **of which the monitoring and management of knowledge were important elements.** ***However it should be noted that the theory of program that this evaluation interprets points out that the two components are not parallel but the first component of the development of consciousness and knowledge, fed to the second component of increased resilience. All as indicated in the figure above with the theory of change that happens from the awareness, knowledge, commitment, increasing resilience and reducing vulnerability.***

Component 1: Develop awareness and knowledge about the risks of climate change and food insecurity at the community level.

Objective: Increase the knowledge to manage the risks of climate change affecting food security in priority cantons of the province of Pichincha and the Rio Jubones.

Component 1 supports the overall goal of the National Climate Change Strategy "Creating and strengthening the capacity of the social, economic and environmental systems to cope with the impacts of climate change" and the specific objective: "implement measures to ensure food sovereignty against to the impacts of climate change "

This component would support the national climate change strategy to address the local exposure to the risks of climate change and the high degree of vulnerability, particularly to food insecurity. This component aimed to increase the level of awareness and understanding of climate change and its threats, adaptation solutions, and the need for action at EU level.

This component also intended to ensure that the MAE and MAGAP introduced adaptation to climate change to the development strategies of the provincial levels. The project works on three levels, provincial, cantonal and parish / community, with emphasis on the community level. ***But finally the FORECCSA worked especially at the parish level.***

This component originally included three results and ten products that are aligned to the activities aimed at increasing the level of awareness, knowledge, and commitment among key stakeholders to respond to the threats of climate change. ***The component one based on the adjusted and approved logical framework by CDN finally has 9 products***. ***Finally, the product 1.3.3 has been modified and does not perform as designed while the knowledge management system is pending. The Product 1.3.3 refers to the monitoring system in order to record the results of the project and lessons learned.***

This component was intended to help respond to the challenges related to the integration of adaptation to climate change **into development plans** , due to its relation to improving nutrition and food security. ***In practice the management plans have been used as parish territorial planning instruments.*** Participatory methodologies, tools and approaches to planning would be developed as part of the project, in order to apply the same model in other water basins in Ecuador.

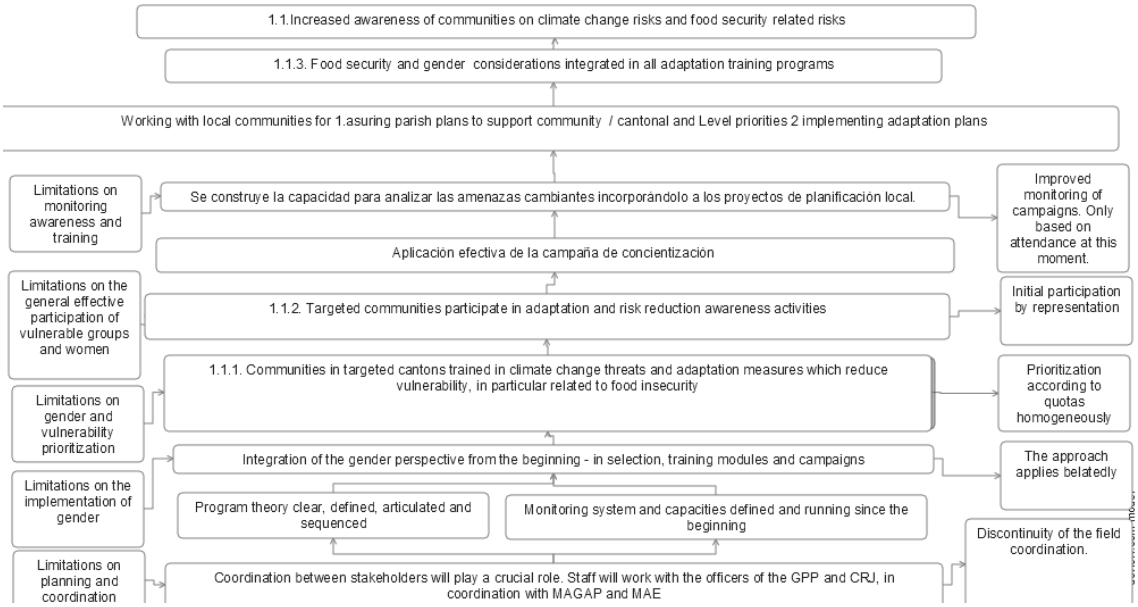
It must be noted that the results of the decisions of the NDC have reduced the project implementation capacity of the CCRJ and GADPP. There will be a risk of fragmentation of the actions of the project if there is not good coordination and communication. On the other hand, it is important to note that what was done in the two areas covered by the project is completely different. The coverage and number of performances is higher in Jubones and the start date is later in Pichincha -not effectively started until August 2014.

Products 1.1.1, 1.1.2, and 1.1.3: focused on vulnerable communities in selected counties and emphasized the participation of women and vulnerable groups. ***Finally, as part of the flexibility and adaptation of the project it was taken as reference the parish, being this amendment accepted and approved by stakeholders*.** The local staff would develop and implement an awareness campaign - **1.1.1 -** to inform local officials and communities about the threat of climate change and possible solutions for adaptation. Staff would work with officials and CCRJ GADPP in coordination with MAGAP and MAE for participation being the best - **1.1.2-** . These activities would give particular attention to the threats that climate change creates for production systems, water management and food and nutrition security. - A gender perspective

would be integrated **1.1.3** - all training modules and awareness campaigns. It would build the capacity to analyze the evolving threats and to incorporate information from the same local planning projects. ***The awareness campaign was conducted in late 2014 in all GADs of the Jubones Basin. In Pichincha it has less been developed the sensitization and training component. This is both because the GADPP began to run only in August 2014 and because there is some fragmentation of enforcement activities in Pichincha, which has the risk of losing the overview of the process of change sought.***

Implementation teams in each project area would work with local communities to ensure that the community plans would support the priorities of the cantonal level. The plans would be supported by implementation schedules, including technical inputs from MAE, MAGAP and others. ***The plans for adapting to climate change are different than the training plans on food security which is the product 1.1.3. The training plan should be implemented once results of adaptation measures that contribute to the FS and binding indicators such as consumption score household food are obtained.***

Figure 8 Product 1.1 FORECCSA project



Source. Prepared by the author

The following matrix develops and explains the above graph

Table 5 Product 1.1 implementation

Implementation of the intervention. Action Theory	Constraints in implementation	Effect of No mitigating of the limitations
Theory of program clear, defined, articulated and sequenced	Limitations on clarity, definition and articulation of the change process.	Implementation Plans for improvement in terms of realism and adaptation to the real context.
System monitoring capabilities defined and running from the start.	Limitations in monitoring and awareness training.	Improved monitoring of campaigns. Based on attendance.
Coordination between stakeholders will play a crucial role. Staff will work with officials and CCRJ GADPP, in coordination with the MAGAP and MAE.	Limitations on planning and coordination.	Discontinuity field coordination.

1.1.1. Communities in priority cantons are trained about the threats of climate change and adaptation measures that reduce vulnerability, emphasizing food insecurity.	Limitations on vulnerability prioritization and gender.	Prioritization quota evenly.
1.1.2. The selected communities are involved in awareness raising activities on adaptation and risk reduction	Limitations on the general effective participation of vulnerable groups and women.	Participation by representatives of the leaders.
Working with local communities to ensure that the parish plans to support the priorities of the Community / cantonal level and the implementation of adaptation plans and schedules have to be signed between relevant parties	Limitations for the effective application of effective participatory processes.	Participation by consultation or information, lower ownership by those involved.
1.1.3. Food security considerations and gender are integrated into all training programs.	Limitations on the application of gender.	The approach applies belatedly.

Source. Prepared by the autor

Table 6 Theory of Change of the Product 1.1

Desired theory of change	Implemented theory of change	
Output 1.1.1: The communities of the selected cantons are trained in the threats of climate change and adaptation measures that reduce vulnerability, particularly in relation to food security.	Output 1.1.1: All communities participated in the training sessions. see output 1.1.2	2
Output 1.1.2: The selected communities are involved in activities of adaptation and risk reduction awareness.	Output 1.1.2: From 2013 they begin to prepare community adaptation plans Finally reference was made to the parish. The awareness campaign already was conducted in late 2014 in all GADs of the Jubones Basin. In Pichincha it has not been performed sensitization or training. There has not been time enough for full participation. This is due to both the GADPP began to run only in August 2014 and that there is some fragmentation of activities execution in Pichincha, which has the risk of vision loss over all the process of change sought.	2
Product 1.1.3: Food security considerations and gender integrated into all training programs for adaptation.	Product 1.1.3: The plans for adapting to climate change are different to the plans of training in food safety is the product 1.1.3. The training plan is being developed once results of adaptation measures that contribute to the FS and binding indicators such as consumption score household food were obtained	1

Assessment. 1 Low, 2. Medium, 3. High
Source. Prepared by the author

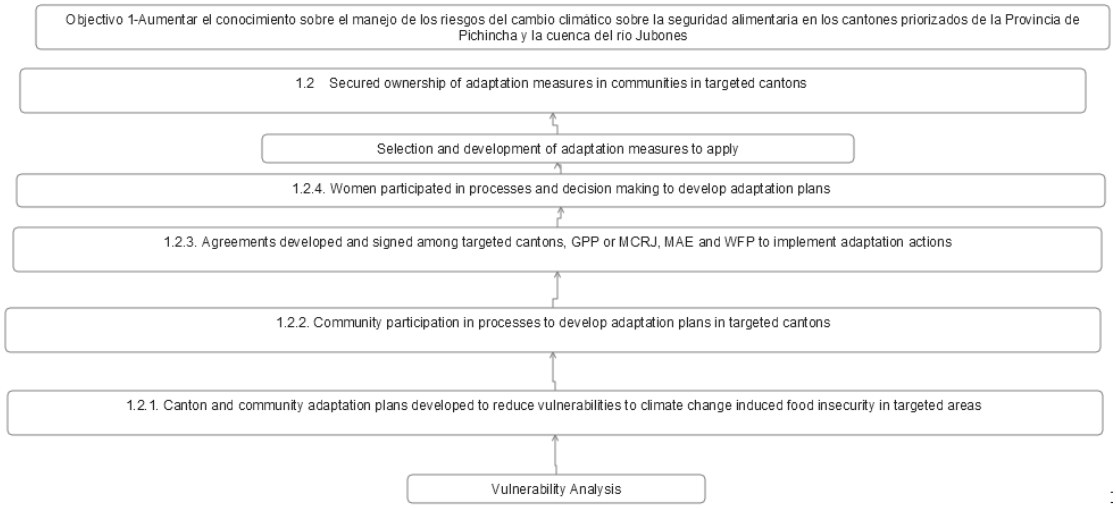
Products 1 *.2.1, 1.2.2, 1.2.3, and 1.2.4:* Adaptation priorities at cantonal level would be evaluated and presented in an adaptation plan - **1 *.2.1*** - as required by the National Strategy on Climate Change. ***Finally we already said that it was replaced the word cantonal by the word parish.*** A participatory process would be developed - ***1.2.2*** - to include all members of the community, according to the priorities of reducing vulnerability to climate change and food insecurity. Participatory workshops would be conducted by the GADPP and CCRJ under the guidance of the MFA and in coordination with the MAGAP. ***Finally participatory workshops that***

were developed for adaptation plans were conducted by consultants hired by the FORECCSA project for both CCRJ and Pichincha. Regarding the development of adaptation plans in Jubones, it participated the CCRJ partner and MAE´s technicians. In the case of Pichincha, it will only was attended by consultants and technicians of the MAE. Again it should be noted the challenges of communication and coordination of the project with the GADPP, who could only start its effective implementation in August 2014.

The agreements will be signed - ***1.2.3*** - between relevant parties, including the communities, cantons, the Government of Pichincha or CCRJ, MAE, MAGAP WFP and implementing adaptation plans. Coordination between stakeholders will play a crucial role within the Project Management Team.

The institutional framework for community planning would be strengthened in line with the National Development Plan of the Government of Ecuador. The workshops would be conducted focusing on two main themes: the context of the risks of climate change, adaptation and mitigation solutions in consideration how community life and ecosystem integrity, and the ecosystem services they provide or are capable of providing. Additionally, workshops integrate issues of food sovereignty and security. These workshops result in an increase in the participation of communities, particularly women, to find solutions to the threats of climate change and to design concrete plans that would be implemented through the second component of this project. ***Finally 33 adaptation plans presented only adaptation solutions - developed by the consulting Randi Randi Group Corporation, Blanca Rojas, Robert Yaguache and Carolina Mancheno, since the measures were developed in this framework. While 12 climate change plans were developed by consultancy of InterCooperation- Latin America that identified solutions both for adaptation and for mitigation. And within the 12 climate change plans, 2 plans of the Yuluc and Selva Alegre parishes developed the theme of mitigation.***

Figure 9 Output 1.2 of the project FORECCSA



Source. Prepared by the author

Table 7 Theory of Change of the Product 1.2

Desired theory of change	Implemented theory of change	
Output 1.2.1: Developing adaptation plans in the canton and in the community in order to reduce vulnerability to food insecurity caused by climate change in selected areas.	Output 1.2.1: Finally participatory workshops that were developed to implement the adaptation plans were conducted by consultants hired by the FORECCSA project both for the CCRJ and for Pichincha. Regarding the development of adaptation plans in Jubones, the project counted on CCRJ as implementing partner and technicians from the MAE. In the case of Pichincha the project worked with consultants and technicians of the MAE.	3
Output 1.2.2: Community participation in the processes in order to develop adaptation plans in selected cantons.	Output 1.2.2: There has been participation by representation but has been adequate. It is in the process, to be completed.	2
Product 1.2.3: Agreements signed between developed and selected cantons, or MCRJ GADPP, the MAE and WFP to implement adaptive actions.	Product 1.2.3: Finally 33 adaptation plans have only adaptation solutions since the measures were developed in this framework, while 12 climate change plans quickly identified solutions both of adaptation and mitigation. And within 12 climate change plans, 2 plans, Yuluc parishes and Selva Alegre, developed the measures of mitigation.	2
Product 1.2.4: Women's participation in the process and decision-making to develop adaptive plans.	Product 1.2.4: Pending gender mainstreaming	1

Source. Prepared by the author

The decision-making process requires technical information at local and national level. Through the **Products, (1.3.1, 1.3.2, and 1.3.3)** necessary tools to assist communities and officials in the understanding of climate change threats would be developed.

Initially early warning systems would be designed, implement and maintained in communities. This tool would be important in terms of investment decisions for adaptation based on local risks. Early warning systems would also help to update risk maps, and redefine the socioeconomic indicators and food insecurity.

The development of a knowledge management and evidence system was key to the government's intention to draw lessons from the projects, and adaptive models could be replicated for different results in other contexts **(Product 1.3.2)**. A monitoring system would be developed to monitor weather events and trends within selected cantons. The systems would be developed with INAMHI (and would be aligned with the systems of the National Secretariat for Risk Management (SNGR) to support climate monitoring and forecasts. These systems would be installed locally and would be connected with national systems.

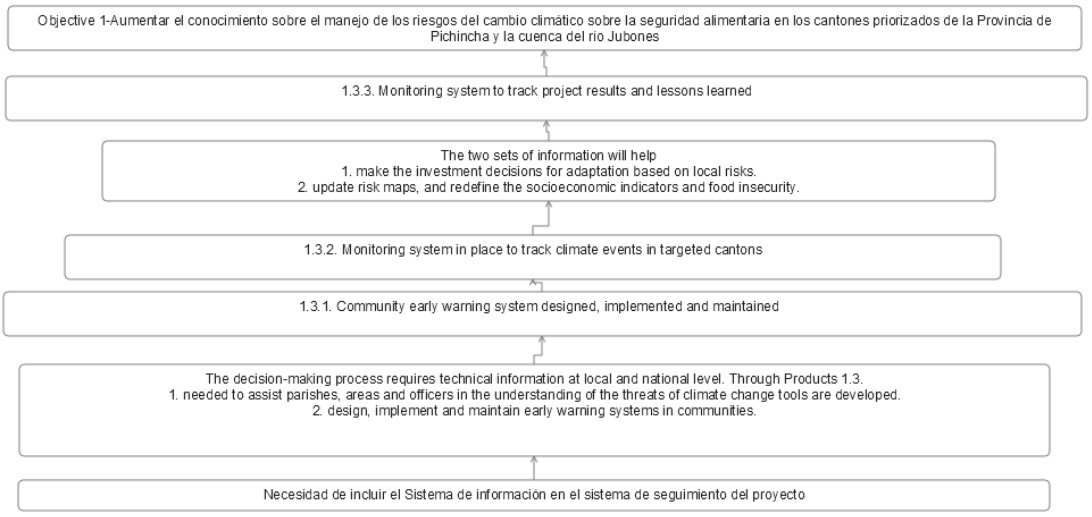
Finally according to the logical framework updated and sent to the donor the project will work only on the basis of 2 products 1.3.1 "A climate information system that includes monitoring of weather events, is designed and implemented in each work area according to its reality "and 1.3.2" monitoring system to track project results and lessons learned. "

Finally the project will design one for each zone, that is two in total, two sets of climate information will be implemented and maintained. This is to be more efficient in the particular context of the project than the early warning systems (EWS), if we consider the existing

technology, existing information instantaneous in the location areas of project resources. Therefore it will not be a EWS in each one of the communities.

As part of the monitoring plan of the project, GIS tools would be used to track changes in the Jubones Basin and Pichincha Province. The spatial presentation of the project would allow the Government of Ecuador to map the investments made by type of measure and other relevant local and provincial level parameters. Another output is the **Product 1.3.3** consisting in disseminate information on the results and planning, including the monitoring of selected products and results. Another objective of the monitoring system is to support the development of a repository of information on the results of adaptation to climate change. Using GIS, combined with early warning information would allow the project tracking outcomes related to food security and climate risk reduction. ***Finally this product has changed regarding the SAT and will not take place as designed. Moreover the project monitoring system included some components of GIS for monitoring geo-referenced plots, but ultimately this was never implemented. It is pending the knowledge management system.***

Figure 10 Output 1.3 of the FORECCSA project



Source. Prepared by the author

Table 8 Theory of Change of the Product 1.3

Desired theory of change	Implemented theory of change	
Output 1.3.1: The Community early warning system is designed, implemented and maintained	Output 1.3.1: Finally one for each zone will be designed, that is to say two, will be implemented and will be maintained two sets of climate information, because early warning systems cannot be implemented in the country for lack of technology, instant information and resources. Therefore it will not be SAT for all the communities.	3
Product 1.3.2: Monitoring system in place to record weather events in the selected cantons.	Finally, the project has worked with the INAMHI and the Secretariat for Risk Management in the climate information system through the consultancy of CIIFEN Product 1.3.2: Finally according to the logical framework updated and sent to the donor the project will work only on the basis of 2 products 1.3.1 "A climate information system that includes monitoring of weather events, is designed and implemented in each work area according to its reality "and 1.3.2" monitoring system to track project results and lessons learned "	2

Product 1.3.3: Monitoring system in order to record the results of the project and lessons learned	Product 1.3.3: Finally this product has been adapted and is in the process of realization, the knowledge management system is pending.	2
1.4 Gender Result 1.4: Number of gender strategies used during the execution of component 1 Product 1.4.1 Number of tools used in gender strategies for the implementation of component 1 Output indicator 1.4.1: Number of parishes that use tools for gender mainstreaming Product 1.4.2: Number of promoters / community is gender-balanced. Indicator 1.4.2: Number of parishes that have gender balance promoters.	The Gender Strategy process was not considered in the original outline of the theory of change. It is proposed in this evaluation and ET proposal, not only the need to mainstream gender but also generate a result, outputs, indicators and targets on gender. A new gender product from the MAE implementation team suggested to improve the implementation phase	

Assessment. 1 Low, 2. Medium, 3. High
Source. Prepared by the author

Component 2: Increase resilience and reduce recurrent risks of climate variability at the community level.

More than half of the project's resources should be used to implement concrete adaptation actions at the family level, in order to reduce vulnerability to climate change threats. These actions would focus on the construction and maintenance of physical assets to create greater resilience to climate change events and activities to maintain and restore ecosystems in order to mitigate the adverse effects thereof. ***Finally, the project focuses on actions of adaptation rather than mitigation actions.***

Actions related to physical and natural assets to improve the adaptive capacity and reduce vulnerabilities at community level should have included an incentive strategy ***that has not yet been designed***. This strategy was intended to be used as a pilot initiative, incorporating the payment for ecosystem services and other incentives such as cash and/or vouchers. At the moment the project wants to perform analysis to identify the best mechanism of incentives, given the lessons learned from past experiences of the Government of Ecuador and WFP and community needs.

Objective: To strengthen the resilience of food-insecure communities to be able to respond to the impacts of climate change, including variability in selected counties of the province of Pichincha and Jubones river basin.

Component 2 focused on the implementation of concrete adaptation actions. ***According to the priorities of the parishes, adaptation activities that met the requirements from the CDN were selected. Finally prioritizing the measurement was made under a participatory workshop, attended by delegates from the presidents of the parishes, community representatives and members of the parish. So the adaptation measure was not chosen exclusively by the president of the GAD. If this event happened in two parishes, one cannot generalize to the whole. The activities were designed to support MAGAP to ensure high technical standards*** **(Output 2.1.1)**. ***The measures were designed by an external consultancy under the supervision of the FORECCSA project technical team. After completion of the design of the adaptation measure, it must go through an approval process serving 9 criteria established by the CDN. These criteria are validated and reviewed by the MAE, WFP MAGAP, whose comments are incorporated into the measures. Therefore CDN members have reviewed and approved all the adaptation measures presented.***

These activities increase the adaptive capacity and resilience of ecosystems in priority rural communities, and fall into two categories: the construction and maintenance of physical actives **(Output 2.1.2)** and the creation and maintenance of natural resources and integrity of the ecosystems **(Product 2.1.3)**. Physical assets and infrastructure measures include for example collection and storage of water, irrigation and drainage systems, defense against floods, and other climate-resilient infrastructure, such as dams and wells, among others. These actions help to keep resources and provision of water, partly by reducing water consumption and promote sustainable practices. Also, provisioning services would be supported by efforts to manage water demand, based on climate change scenarios and forecasts of reduced rainfall. ***The local strategies have given particular attention to ensure access to vulnerable communities' water resources***.

Some biological measures and conservation of natural resources would also be part of the menu of options of implementation as part of the watershed approach, based on community adaptation plans. ***As indicated adaptation plans have been rather parochial and not at community level.*** All activities would be part of a comprehensive package of interventions and adequate knowledge management could serve as models with high potential for replication in other areas of low availability of water in Ecuador.

The **product 2.1.4** GADPP was a priority for GADPP and CCRJ - ***although it has only been applied in CCRJ, due to the time constraints and scope for action that had the GADPP in Pichincha*** - to fill gaps in technology related to the adaptation and transfer of appropriate measures to respond to climate threats specific technologies. Through this activity the project work with local experts to identify technology needs. For example, agricultural production systems in transition require new technologies to ensure adequate seed sources, resistant to drought and other measures to increase production varieties. ***However a challenge for this component is being the effective reduced/short timeframe of the project, lower than the requirements from the adaptation approaches. Finally in the adjustment made to the logical framework the three types of adaptation measures in the product 2.1.2 the physical, natural and technological are described.***

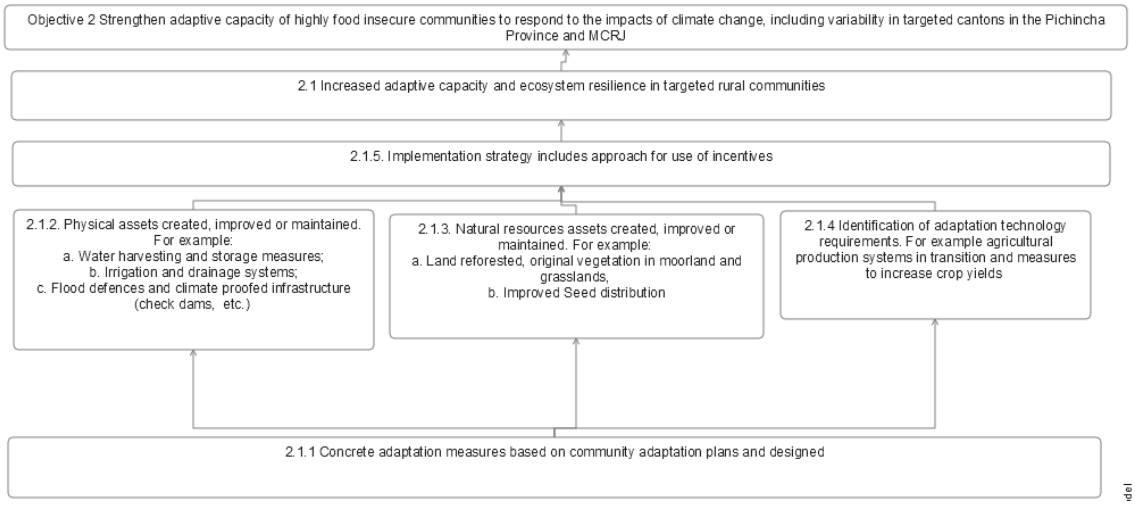
In practice, there have been changes in the model of implementation of these measures. At the time of this evaluation, the adaptation measures are being implemented by the GADPP, the CCRJ and the MFA staff in coordination with local governments, including sectoral and social programs (forests, water and agriculture). The variation of execution model, both in the design of the measures and the implementation of them, was made based on decisions of the CDN.

The activities of FORECCSA have room for more coordinated implementation with MAE and MAGAP programs. At the time of field visits the evaluator observed MAE and MAGAP different programs in the same areas and how MAGAP began to launch possible coordination activities with the project.

The incentive strategy is an **unfinished project of FORECCSA and now need to rebuild it, in light of the current situation of FORECCSA project.**
Because the compensation for the management of natural resources is common practice in Ecuador, part of the implementation strategy of this project would be the development of an analysis of the incentives and the strategy to use. If it is established that appropriate incentives tools are prioritized in the water basins, the use of vouchers and / or cash based on criteria such as availability of financial institutions, markets and other safety considerations would be assessed. Using WFP's experience in working with vouchers and cash to involve vulnerable

groups **(Product 2.1.5)** it would be carried out an analysis to determine the method for the use of vouchers and cash to offset or motivate the members community for their participation in community activities. The analysis considered the need to encourage communities to participate in the construction and restoration of physical infrastructure, to replant forests and to improve moors or to use biological conservation measures to protect water resources. Considerations of sustainability and social benefits derived from the vulnerability of communities would also be incorporated in the decision to include an incentive strategy in the project. ***The GADPP proposes that the project could conduct a study to determine the dynamics of the territory and thus able to define the incentives that address the reality in terms of territory.***

Figure 11 Product 2.1 of the FORECCSA project



Source. Prepared by the author

Table 9 Theory of Change of the Product 2.1

Desired theory of change	**Implemented theory of change**	
Output 2.1.1: Concrete adaptation measures are designed based in the adaptation plans of communities.	Output 2.1.1: Delay in the implementation on what was previewed- In the implementation of the measures in 2014 60% of adaptation measures are planned. The measures were designed under consultation of the FORECCSA under the supervision of the project team and after completion of the measure adaptation, it must go through an approval process serving 9 criteria established by the CDN.	3
Output 2.1.2: Physical assets are created, improved or maintained.	Output 2.1.2: In process, so that in 2014 15 percent, in 2015, 40 percent and in 2016 100 percent should be executed Finally in the adjustment made to the logical framework the three types of adaptation measures are met: physical, natural and technological and presented in product 2.1.2	2
Product 2.1.3: Natural assets are created, improved or maintained.	Product 2.1.3: In process Finally in the adjustment made to the logical framework the three types of adaptation measures are met: physical, natural and technological and presented in product 2.1.2	2
Product 2.1.4: Identification of technology needs for adaptation and technology transfer through concrete actions	Product 2.1.4: In process	2

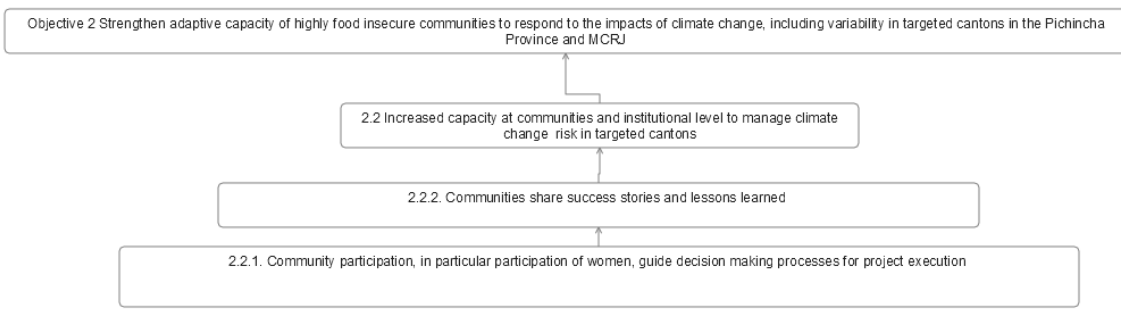
	Finally in the adjustment made to the logical framework the three types of adaptation measures are met: physical, natural and technological and presented in product 2.1.2	
Product 2.1.5a: Implementation strategy includes a focus for the use of incentives.	Product 2.1.5a: The incentive strategy is an unfinished activity of FORECCSA and now need to rebuild it, in light of the current situation of FORECCSA project.	1
Product 2.1.5b: Direct incentives and suppliers of the PSA.	Product 2.1.5b: The incentive strategy is an unfinished activity of FORECCSA and now need to rebuild it, in light of the current situation of FORECCSA project.	1

Assessment. 1 Low, 2. Medium, 3. High
Source. Prepared by the author

Because the project implements prioritized adaptation actions to reduce the risks of climate variability, the community participation in decision-making processes for project implementation is crucial **(Output 2.2.1)** . This product made a distinction between on one side carrying out activities and be compensated for participation in an activity, an in the other side, with a clear role in decision making in all aspects of planning and implementation. The project aims to ensure that communities, in particular women and vulnerable groups within the community, help define and prioritize adaptation measures. ***This process of effective participation has been a challenge for the FORECCSA project given the existing time frame. In most cases there has been participation by representation, which then made intercommunal activities. Indeed the time has affected to resort to a representative participation, but it is not focused solely on the parish presidents but included members of parish councils, community leaders and in some cases to focus groups of families.***

Because the project proposed a package of adaptation measures with potential for replication, the project should systematically capture practices and lessons learned. ***But the implementation of a strategy of knowledge management so central to the project to FORECCSA systematize these and other processes is still pending.*** The opinions and views of the communities would be central to the generation of practices and lessons learned **(Output 2.2.2).** The communities also should share their success stories and lessons learned through workshops as a foundation of knowledge management component of the project. These lessons also help to raise awareness, to make visible the threats of climate change and the potential for adaptation in different contexts. ***As mentioned the FORECCSA existing short time and weak human resources for monitoring and learning have weakened this product.***

Figure 12 Product 2.2 of the FORECCSA project



Source. Prepared by the author

Table 10 Theory of Change of the Product 2.2

Desired theory of change	Implemented theory of change	
Output 2.2.1: Community participation, particularly of women, guide the decision-making process for project implementation	Output 2.2.1: Participation was by representation and gender strategy is being implemented	2
Output 2.2.2: Communities share success stories and lessons learned	Output 2.2.2: The knowledge management strategy is under design. The knowledge management strategy would include the product	1

Assessment. 1 Low, 2. Medium, 3. High
Source. Prepared by the author

The project aimed at capacity building at national and local level. Capacity building at the local level aimed to ensure the technical quality of the designs of the parish and community projects. An important element of sustainability is the role of the community in the development and implementation of community plans. The ownership of the project was a central part of its sustainability. ***Finally the capacities have been developed locally rather than nationally. There is a training strategy but has not yet been operationalized and adapted to be executed in each of the areas of action.***

Agricultural and forestry sectors are vital for economic and social development in the country and are linked to other productive sectors. The MAGAP is responsible for the implementation of agricultural policies in line with the National Strategy on Climate Change, and is one of the strategic partners of the project. The new Constitution of the Republic (2008), the National Development Plan (2009-2013), the Heritage Policy, the Water Management Plan and Land Tenure Act, among others, regulate the sustainable use of resources agriculture, water and forestry. The land tenure policy would be attached to the implementation of this project. The project would put particular attention to ensure that the poorest people to get the benefits and services provided by the project.

Table 11 Progress in the processes of each component

Component Processes and Products	Feed level 1-5 1-Low / 5-High	Changes	Challenges in the process of change
1.1 Awareness		Participation for assistance	Deepen and track changes in perception, attitude and behavior
1.2 Adaptation Measures designed	4	Adaptation measures implemented	Special monitoring of vulnerability and gender
1.3 SAT	2	In process	Integrate with other components and co executors
2.1 Adaptation Measures implemented	2	In process	Integration of other components
2.2 Participation and knowledge management	2	In process	Need for knowledge management strategy and an exit strategy

Source. Prepared by the author

6.3 The monitoring, learning and knowledge management as key elements of the FORECCSA project

6.3.1 Monitoring System of the Project

The FORECCSA project since August 2014 has a Monitoring System Project **some of whose challenges are indicated in the evaluation questions.** Note that it finished at the end of2014, which at the time of this evaluation means less than a year in use. This orientation tracking system has two important aspects:

- Monitoring compliance activities under the Operational Plans (physical and financial).
- Compliance with the Monitoring Indicators of the Project.

The system is designed on the premise that activities continue and results / indicators are evaluated. This is directly related to the logical framework and the Operating Plan. The project has developed the annual operational plan (POA) of the MAE and of the implementing partners, so far the monitoring and evaluation system has been carried out only with the POA of CCRJ. The POA matrix has been completed with WFP.

The system is designed to address the following levels:
1. National level, it considers monitoring the logical framework and work plan for the PRODOC in terms of results / indicators and targets / activities, respectively. ***Finally there is not an Operational Plan of the Project but of the work of the partners.***
2. Institutional level, it considers the monitoring of the annual operational plans of each partner (WFP, MAE, CCRJ, GADPP) regarding compliance of planned activities and contribution to the Project indicators.

3. Zone level, it considers monitoring the actions carried out by implementing partners in terms of their specific areas of work: Jubones and Pichincha. For CCRJ and GADPP is the same previous level.

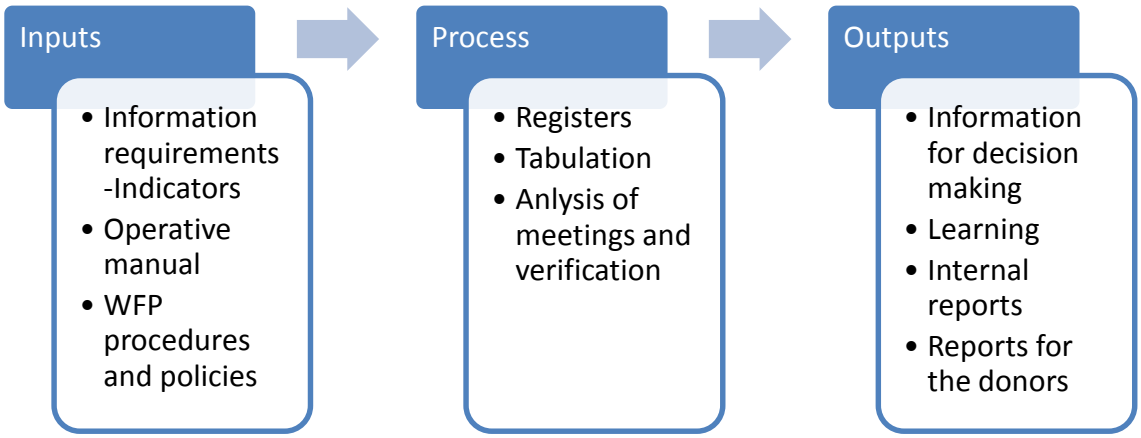
4. Parish level, it considers monitoring adaptation measures that are implemented in each of the parishes considered. For this purpose, it considers the logical framework and roadmap contained in each measure.

5. Family level, it considers monitoring the actions executed with participating families to implement the measures. It considers the farm design is made with each family in Jubones basin. **This is in process.**

Through five levels it was intended to ensure that all actions are implemented maintaining the relationship and coherence of the (national) macro, meso (zonal / institutional) and micro (parish and family), so that each level contributed to the next one. In this way the actions that were based upon families contributed to achieving the objectives and results contained in the adaptation measure, the whole parish level allowed partner and territory (Jubones and Pichincha) meet their objectives and results and all the institutional achievements contributed to the goals, outcomes and indicators in the logical framework of the project.

The monitoring system considers design tools (items 1-6 in the chart below), monitoring (7 to 9) and evaluation (10). The collected data are managed in spreadsheets, allowing information to process and generate the required reports.

Figure 13 The monitoring system FORECCSA



Source. FORECCSA monitoring system

The main actors of the system are responsible for the WFP project monitoring, the MAE as governing body and implementer, and the GADPP and CCRJ as local implementing partners. Field technicians, both from the MAE and from the partners, will be responsible for generating or recording the information required in terms of indicators and activities of the operational plans; deemed necessary a point of contact in the area will be appointed. ***We must mention other local implementing partners, specifying the 31 GADs where the new model of implementation of measures is a direct, including the MAE and GADs.***

The monitoring system was designed and validated between April and August 2014 with the active participation of all members of the project. Implementation Monitoring System Project, began with a first monitoring exercise activities and results between the months of April and May. In a second period, in June, upgrading the monitoring tools and generating the required semi-annual report; and finally, in August making a third monitoring exercise as part of the transfer process, and training delivery to the person responsible for monitoring the project. In the process were trained in practice the home team of the Jubones Basin and it ended with specific training in the use of GPS and geo-positioning ArcGis for areas under implementation of adaptation measures. This exercise could not be done with the GADPP although in the preparation meetings and the CT agreements in this way were established and from management and the WFP gave a follow up. This evaluation report uses data generated by the M & E system and as such has had the opportunity to validate it in practice.

Once the project partners collected information, it would proceed to generate progress reports both activities as indicators. The system would use a model of traffic lights (green for "normal or better progress," yellow when there is "some delay" and red when not started or completed and "needs attention".

Basically, the information needed to generate the required reports, quarterly and annual reports. The reports would be made in models or formats established by WFP and the donor.

In the process of developing the M & E system, it was generated a proposal for improving the precision of indicators. After this, all the reports under the Project Operational Manual would be generated based on the M & E system. Project Report 2014, page 32.

From the literature review, visits and interviews we can conclude that:

- The monitoring system includes too many indicators and sometimes the indicators are difficult to be met;
- The CT realized a review of the indicators of the Monitoring System; but the System of Monitoring finally approved did not completely take into consideration this revision. The GADPP officially transmitted its disagreement by the above and this affected the capacity building offered by the project to GADPP.

6.3.2 FORECCSA Knowledge management

The FORECCSA project design gave a high priority to monitoring and knowledge management, and both local and national governments added a high priority to the *generation of lessons learned, avoiding duplication and replicating best practices* ***. However as described in the response to the evaluation questions, knowledge management remains a challenge in the FORECCSA project.*** The project aimed to build on the experiences and lessons learned from ongoing initiatives in Ecuador, particularly those related to community-based development. ***The Government of Ecuador has high expectations and consider this program as a learning model that will provide national and local governments the opportunity to review specific approaches to the context, establish best practices and expand successful efforts to achieve resilience to approach the scale corresponding (basin or watershed).*** The project will emphasize the capture, analysis and dissemination of lessons learned and practices, characterizing adaptive responses which are most appropriate for specific, social and ecological contexts.

WFP Ecuador wanted to include knowledge management and evidence-based programming as part of its strategy for the country. Thus, WFP claimed to be the initiator in all activities related to monitoring, evaluation and knowledge management, according to its corporate procedures.

During the design process, an evaluation strategy should have been developed and aligned with the expected results of the project. The evaluation, together with monitoring, would provide the basis for evidence-based approach proposed in this project.

The emphasis on knowledge management was in accordance with the priorities of the Government of Ecuador and intended to improve the knowledge management capacity of the MAE. The knowledge management activities in the project intended to benefit domestic players in their abilities, and include monitoring and evaluation based on the community. Page 59 PRODOC.

6.4 The life cycle of the FORECCSA project

Table 12 Lifecycle of the FORECCSA project

Date format Year-Month-Day	Project milestones FORECCSA
2011-01-15	PRODOC. Project proposal FORECCSA
2011-04-15 and 2011-05-15	Workshop by areas for primary information
2011-11	Project inception workshop
2012-05	Inception report
2012-06 and 2012-12	Initial meetings of the CDN
2012-2015	Design of adaptation measures: First approach: MAE-team contracted by WFP; Second: With support from GIZ; Third, hiring consultants teams Fourth: CDN asked the GADPP to complete the design of adaptation measures.
2013	During 2013 the following project documents of the FORECCSA project arise: Project Operational Manual FORECCSA Gender mainstreaming strategy in January 2013 Capacity Development Strategy April 2013 Case Studies on Gender Assessment in July 2013 Methodology for the study of the vulnerability in October 2012 Methodology adapted for Vulnerability Analysis November 2013 Theory of change WFP Project November 2013
2013-05	Change of direction in MAE
2012-01 and 2013-06	Period of the first Manager- Juan Bravo
2013-06 and 2013-09	Period without manager
2013-07	Change of management model of the FORECCSA project by resolution of the CDN
2013-09	Last Manager Javier Rojas
2013-11	Vulnerability analysis and design plans and adaptation measures through external consultants in 33 parishes.
2014	During 2014 the following project documents of the FORECCSA project arise: Reference scenario or baseline February 2014 Executive Summary of the vulnerability studies carried out in the river basin of Jubones and in the Pichincha Province April 2014 Profiles of adaptation to climate change with a focus on food security parishes May 33, 2014 Plan of Monitoring and Evaluation "Improving project resilience of communities to the adverse effects of climate change on food security in the province of Pichincha and the river Jubones Basic July 2014 Design of the awareness campaign on climate change, food security, and gender of the river basin of Jubones August 2014 Design of the System of meteorological stations in the cantons of Cayambe and Pedro Moncayo (Pichincha) October, 2014 Vulnerability studies for 45 parishes Adaptation Plans for 45 parishes in November 2014 Diagnosis of Climate Warning System for Food Security in November 2014 Jubones river Jubones Adaptation measures approved for 8 parishes (7 Jubones river basin and 1 in Pichincha) November, 2014 Design of the awareness campaign on climate change, food security, and gender of the river basin of Jubones second half of 2014
2014-01	Implementation of adaptation actions and other components of the project
2014-02	Baseline, two years after the inception report

2014-01-2014-06	Changes in local authority which delay the onset of specific activities that were already designed
2014-06	Intercooperation Consulting in 12 parishes developed vulnerability analysis and adaptation plans in 12 parishes
2014-06	CCRJ GADPP separated from the Project Steering Committee
2014-07	The MAE - apart from the FORECCSA project - launched general guidelines for plans, programs and strategies of the GADs to incorporate the climate change variable.
2014	CDN decision to reduce the responsibilities of implementing partners to two major activities: climate system and adaptation measures;
2014-04-2014-08 2014-04-2014-05 2014-06 06/13/2014	Design and validation of the M & E Plan. contains GPS and ARC GIS Early examples of FORECCSA activity tracking Update tracking tools Plan of Monitoring and Evaluation of the FORECCSA project
	Comments SoBe CT tracking system, indicating their complexity
2014-06	Plan implementation project tracking FORECCSA
2014-08	The GADPP starts to implement
01/01/2015	Jubones. MAE called an extraordinary meeting of the CDN, in order to discuss and approve a mixed mode of execution, which was accepted by the CDN
2015-06	Leadership change in the MAE
2011-16	intended closing of the FORECCSA Project

Source. Prepared by the author

7. The answers to the evaluation questions

The evaluation questions have been grouped and divided in the levels of evaluation of design, process and results:

A. At the level of Design / Context

1 Relevance. Were the project results aligned with the priorities of country / region, WFP and AF?

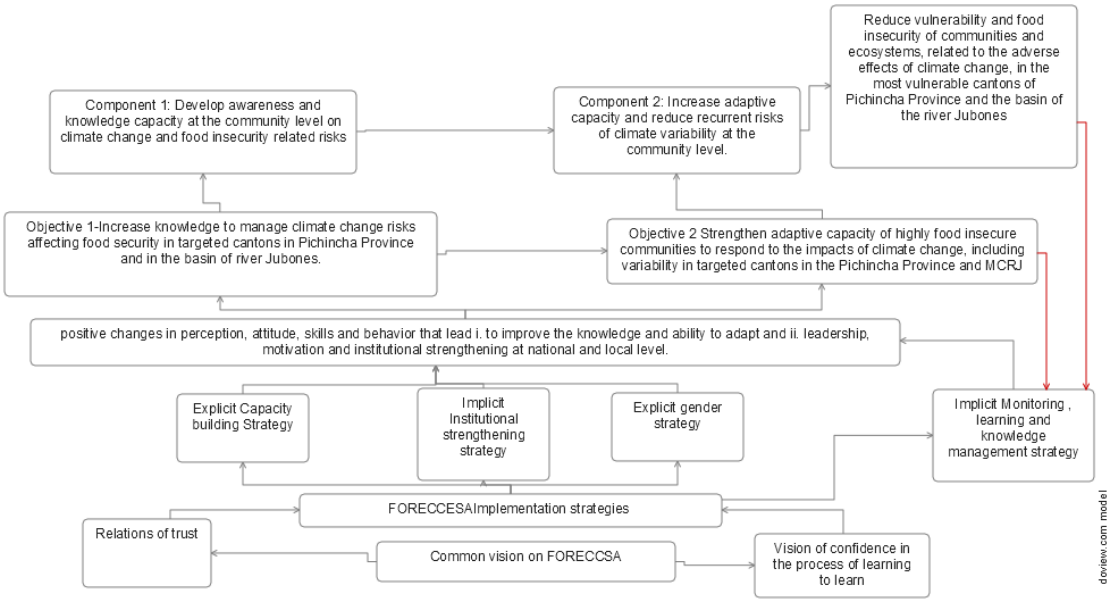
1. The project is highly relevant regarding beneficiaries, partners and stakeholders - Governments and local partners, MAE, WFP and FA.

The FORECCSA project has the challenge at international, national and local levels to contribute to both tangible changes, as intangibles changes at beneficiary families level. Some of these intangibles that are prerequisites for successful implementation are: 1. effective participation and ownership, 2. transmission of learning to adapt, understanding in all the stakeholders of the approach of *action learning and learning by doing* towards adaptation 3. the common vision of the expected change, 4. the existence of good relations and trust between the stakeholders. These prerequisites provide the basis for proper implementation of the FORECCSA project both at the level of i. explicit capacity building ii. Implicit institutional strengthening, as iii. integration of gender elements. This in turn allowing intangible changes like 1. positive changes in perception, attitude, skills and behavior that lead i. to improve the knowledge and ability to adapt and ii. leadership, motivation and institutional strengthening at national and local level.

Note again how, as interpreted by this evaluation, there is an essential component implicit in the theory program of the project FORECCSA related to institutional strengthening at both national and local levels. This institutional strengthening of actors is key for the expected changes by the project being sustainable. However since it is implicit, i.e., there are not activities or products in the log frame that are explicitly denominated *institutional strengthening*, and given the high level of staff turnover in institutions, the institutional strengthening is an essential factor of change that is a challenge for the FORECCSA project.

Here we recall the theory of program of the FORECCSA project

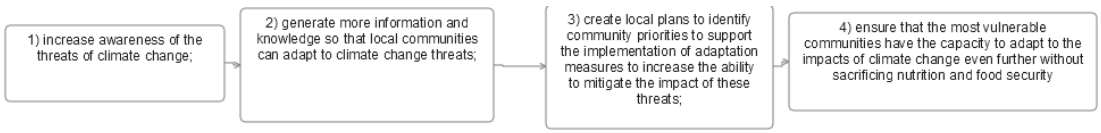
Figure 14 Theory of program of the FORECCSA project.



Source. Prepared by the author

The Government of Ecuador and provincial governments recognize that action is essential to: 1) increase awareness of the threats of climate change; 2) generate more information and knowledge so that local communities can adapt to climate change threats; 3) create local plans to identify community priorities to support the implementation of adaptation measures to increase the ability to mitigate the impact of these threats; and 4) ensure that the most vulnerable communities have the capacity to adapt to the impacts of climate change even further without sacrificing nutrition and food security. ***Finally, the project has focused on the vulnerable and the poor not only because they are the most vulnerable populations to food insecurity and CC, where poverty is just one feature of the vulnerability, but there are others like i. low capacity to respond in front of these impacts, ii. lack of agroclimatic information, iii exposure of their livelihood by their location, etc.***

Illustration 15. FORECCSA project´s process of change



Source. Prepared by the author

These processes of change are underway but the FORECCSA project should ensure its full implementation in the second stage of the project

Table 13 Major processes of change

Main processes of change	*
1) increase awareness of the threats of climate change;	
2) generate more information and knowledge so that local communities can adapt to climate change threats;	
3) create local plans to identify community priorities to support the implementation of adaptation measures to increase the ability to mitigate the impact of these threats;	
4) ensure that the most vulnerable communities have the capacity to adapt to the impacts of climate change even further without sacrificing nutrition and food security	

Assessment. 1 Low, 2. Medium, 3. High
Source. Prepared by the author

The FORECCSA project supports these strategic directions and is aligned with the new Constitution of Ecuador and at the time of its design with the National Development Plan 2009-2013, which is the basis of the UNDAF 2010 - 2014, as the current Plan 2013-2017 National Development. Particularly, the project ***contributes to*** the efforts of Ecuador to achieve MDG 1: reduce malnutrition and hunger in half by 2015, and MDG 7: ensure environmental sustainability. We use the word ***contribution*** because the project alone cannot reduce malnutrition.

The FORECCSA project is also aligned with the policies and strategies of the four selected provinces, Pichincha, Azuay, Loja and El Oro. In addition, the project would include two major basins and cover 12 cantons. ***Finally, although the Prodoc document mentions that the project would work in two basins, it has only been working in one basin, the Jubones River Basin. However as mentioned above the project has its focus on the most vulnerable livelihoods that are affected by the main climate threats, but no studies were made at the level of the basin.***

In design the GADPP and CCRJ identified as a priority the implementation of adaptive measures to support local communities in their ability to respond to threats of climate change and reduce their vulnerability to climate change and promote the resilience of ecosystems, particularly the **moors and forests**. ***Finally, during the implementation the GAD PP, focused its adaptation into the water supply.***

The CCRJ is an organization of 15 autonomous governments (GAD) and 12 counties in three provinces (Azuay, Loja and El Oro). The CCRJ sought to ensure a coordinated effort and included the participation of local actors for the management of natural resources in the river basin of Jubones. ***Finally during execution there have been major institutional challenges for CCRJ in part by its own history and structural inertia, in part by delays and project changes.***

The project is consistent with the overall strategy of WFP in Ecuador which aims to support the government's priorities through a focused effort: 1) improving nutrition and food security through integrated strategies that involve different sectors; and 2) support the adaptation and mitigation of risks caused by natural disasters and climate variability. In addition, the project supported in their design the overall mandate of WFP and the following strategic objectives: S02, preventing hunger through investments in disaster preparedness and harm reduction; and S05, which builds capacity to reduce hunger through support to the government's implementation of food security related solutions. ***At present the FORECCSA project is still relevant to the new strategic objectives of LDCs, particularly those relating to back up or restore S02 food security and nutrition and create or rebuild livelihoods in fragile contexts and***

after an emergency, and S03 Reducing Risks, put people, communities and countries in a position to meet their food and nutritional needs.

The FORECCSA project started an innovative conceptual framework, rich and ambitious, but with scope for defining the starting operating methodological approach, especially as regards: 1. the monitoring, evaluation and learning, 2. the integrated operationalization of the thematic / conceptual frameworks as CC, SA, Livelihoods, Gender -when the adaptation process had been treated more comprehensively and 3. the challenge of vulnerability and gender equity.

Contribution to the local and social appropriation

The project has contributed to local and social ownership approach through: i. its national steering committee and technical and functional committee ii. Implementing partners and focus / design-oriented to decentralization. In the implementation, especially given the limited time for execution, the project has changed some priorities and level of participation in the process. However it should be noted that, following the departure of the implementing partners of the CDN, some challenges arose around the communication between the CDN and the CT, where only were represented implementers.

The role of the CT, the CDN and committees is defined in the Operations Manual of the FORECCSA project. WFP and MAE have worked from the start, in close coordination for the formulation and implementation of this project. This should be viewed in perspective because it is usually not so common such collaboration between a multilateral organization and a ministerial institution. Therefore, this project was designed to support government policies. The MAE and the WFP held a joint workshop to identify priorities and explore how the two organizations could work together to address the needs of adaptation in Ecuador. As a result of this first workshop, the MFA formally proposed that the WFP joint its efforts against climate change, after this they agreed. Also, this project has been implemented with the MAGAP, which has played a secondary role.

The timing was good with local partners in the design, however at runtime relations went through challenges as the output of both partners in the CDN and in the case of CCRJ due to its institutional crisis - related to the implementation of the FORECCSA project.

Further consultations with the leadership of the MAE, which brought together experts to discuss and identify the major climate hazards in Ecuador and geographic areas at highest risk were made. From these discussions, the watersheds with ongoing activities were eliminated and a final selection of the geographical areas where the FORECCSA project will intervene. WFP and MAE worked together on the analysis of data and information available to ensure the choice of jurisdictions with high levels of food insecurity and climate risks.

Similarly, they took out local consultations with provincial officials. In these conversations it was important the agreement to develop a community-based approach and the identification of provinces and areas based on the vulnerability assessments and the information at the local level of the climate hazards. Meetings with interested national and provincial parties, both in design and execution were held, and their views were incorporated. However it is noted that given the short time for an effective participation of parishes´ communities, this kind of participation was more by representation of their presidents than through a process of effective appropriation of its inhabitants. These processes of more effective participation are expected to occur during the implementation of the adaptation measures.

B. At the level of processes and products

2. How was the initial phase of implementation in relation to the design? What were the main advantages and limitations?

Management and FORECCSA project dilemmas

The FORECCSA project is a learning story that aspires to disseminate both successes and challenges. This implies the concepts of i. decision-making, in this case by the CDN, and the ii. real dilemmas where those decisions was complex.

The CDN is responsible for responding to these dilemmas, being necessary clarity on the functions and structure of the project. This structure and these functions, in part due to staff turnover, have not always been clear. But it is a necessary condition for the proper execution of the project the clarity of both structure and function.

Given the limited timeframe of the project and the priority decisions to be taken, the FORECCSA project prioritization criteria dilemmas not evident to solve facing the efficiency and sustainability, in a context and time frame that urges more efficiency that sustainability. The dilemmas or prioritization criteria are:

1. The efficiency / effectiveness on the one hand and on the other the relevance / appropriation / sustainability.
2. The applications for short-term solutions or long-term responses.
3. The efficiency of participation by representation or the community ownership.
4. The effectiveness of the commitment to a great coverage on one side or the other of the commitment to institutional strengthening and capacity building for adaptation.
5. A model of governance and management based on accountability, ownership and control from the CDN and CT by one side or otherwise based on subsidiarity, ownership and management and decentralization to the regions.

Table 14 Dilemmas of the FORECCSA project between efficiency and sustainability

Dilemmas or prioritization criteria of the FORECCSA project	Criteria 1 Efficiency	Criteria 2 Sustainability
Criteria to prioritize	efficiency / effectiveness	relevance / appropriation / sustainability
Demands solutions	short term	Long term
Type of participation	By representation	By ownership
Quantity or quality	Coverage and number of beneficiaries even if they are indirect	Vulnerability, depth and quality of institutional strengthening and capacity building for adaptation
Type of model of governance and management	Based on accountability, ownership and control from the CDN and CT	Based on subsidiarity, ownership and management and decentralization to the regions.

Source. Prepared by he author

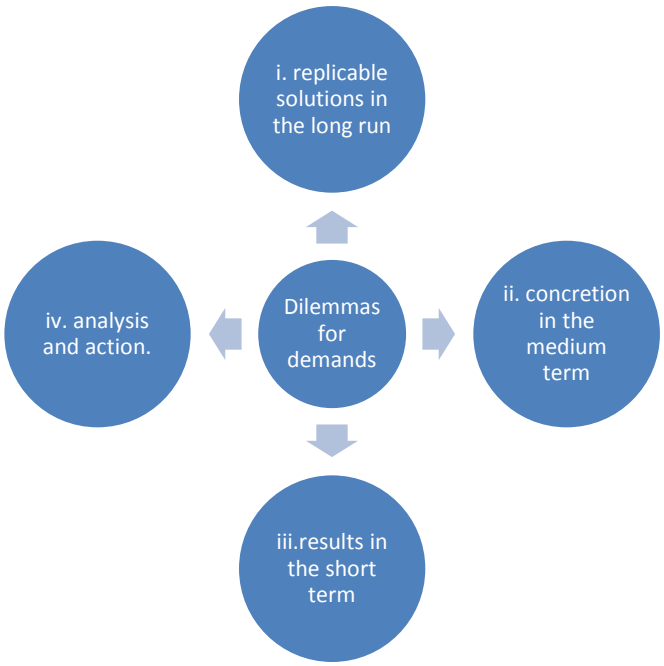
The FORECCSA project involved many opportunities but also great challenges as a result of the above dilemmas –common to many development interventions. Given the complexity of the decision amid these dilemmas and regardless of the decisions made by members of CDN, more or less successful but always the result of a particular context, an expected result of the

FORECCSA project will generate knowledge from these dilemmas as common to all development processes.

Right after the design, the FORECCSA project could have space for greater internalization of such dilemmas or prioritization criteria in its implementation plan – we can point out some challenges like governance model, effective participation, rotation and institutional change, distance between policies at national and decentralized levels ...They all contribute to the need for time to clarify, focus, prioritize, coordinate and sequence. Therefore the FORECCSA project did not have a time and a place for landing the initial framework for the realization of the questions that the FORECCSA project should respond from the different stakeholders -AF, MAE, WFP MAGAP, implementing partners, beneficiaries ... essential for final guidance and orientation to generate knowledge.

As cause and effect to the above, the FORECCSA project has been continuously faced to the dilemma between i. the demands of replicable solutions in the long term, ii. demands of realization in the medium term and iii. demands of results in the short term, ultimately between iv. demands for analysis and action. The result has been many studies phases and stages of great documentation and activism, without a prolonged balance between both of them.

Figure 16 Dilemmas of the FORECCSA project demands in different time frames



Source. Prepared by the author

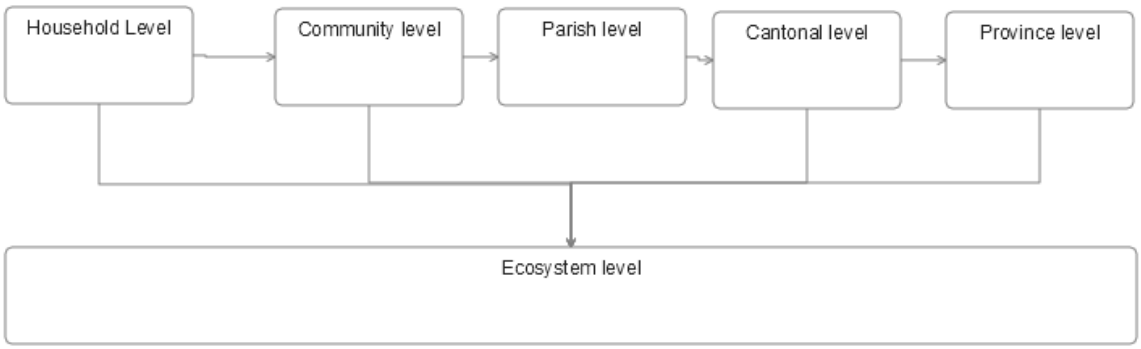
- Initial decisions taken by the CDN *which were not necessarily in the initial design* have limited flexibility, room for maneuver and adaptability of the project for complex and completely different adaptation needs. These decisions affect the *earmarking, the number of beneficiaries, the budget allocations for parish / family, and adds to the early expectations from the beneficiaries* .
This has helped during implementation the focus tended:
-at family level rather than ecosystem. It has not worked at the ecosystem but has worked at the community and parish level since studies analyzing both vulnerability and adaptation plans have done so.

-a more homogeneous distribution to select among the most vulnerable communities within the parishes of the Jubones Basin c.
-a priority more on coverage - **15,000 beneficiaries 200 USD / family-** than on the depth and quality. This has already been corrected and softened by the CDN. It must be considered that the logical framework does not establish anywhere the target of 15,000 beneficiaries, this number can be a self-imposed target from approved Project section C document: Community Activity Cost Model under the text: ***direct participants would approximately be 15,000 households*** , *whose number includes* investment of the *SAT.*

This analysis led in January 2015 to argue the need for flexibility in the approach, however once there was a firm approach is assumed as self taxation which brought serious implications for project management - Less diversity in adaptation measures both in type and in scale.

The logical framework with which the FORECCSA project works until 2015 retains references to the object of the intervention being ecosystems or communities, when in practice the project is working at parish level. This has important implications for the theory of the program of the FORECCSA project, so it should be readapted integrating those changes. To work on ecosystems, the project should focus more on the effects of conservation.

Figure 17 Relationship between the levels of performance and ecosystem level



Source. Prepared by the author

b. The challenge of coverage but considering the vulnerability

The initial conditions meant that the FORECCSA project could not give the desired response to the local context as one would expect in an intervention of adaptation to climate change. The tendency to prioritize coverage -**15,000 beneficiaries 200 USD / family-** more than the depth and quality has been softened by the CDN, but has had consequences and contributed to delays of adaptation measures currently being implemented and that they designed even before the relaxation of the criteria.

So with the previous interpretation by the CDN -without consulting to the implementing partners- of the Project Document execution-around **15,000 beneficiaries 200 USD / family,** and implicitly the same contribution to the parishes defined, indifferent of their vulnerability. This consistency has challenges with the use of a methodology for assessing vulnerability. This has been one of the elements of discussion in the CDN and the CT.

We also find less diversity in the adaptation measures both in type and scale. In both locations there is some similarity in the adaptation measures. Due to the above, we observe a trend more toward homogeneous distribution is observed than in selecting among the most vulnerable within parishes of the Jubones Basin communities. Nevertheless communities were chosen after

a vulnerability analysis, to work with families within communities prevailed the selection criteria. The communities were designated in relation to the risk map of the main climate threat. This implies that there have been challenges in the selection in some cases, for example cases where the communities had fewer beneficiaries or for example parishes in which activities were established to increase the number of beneficiaries.

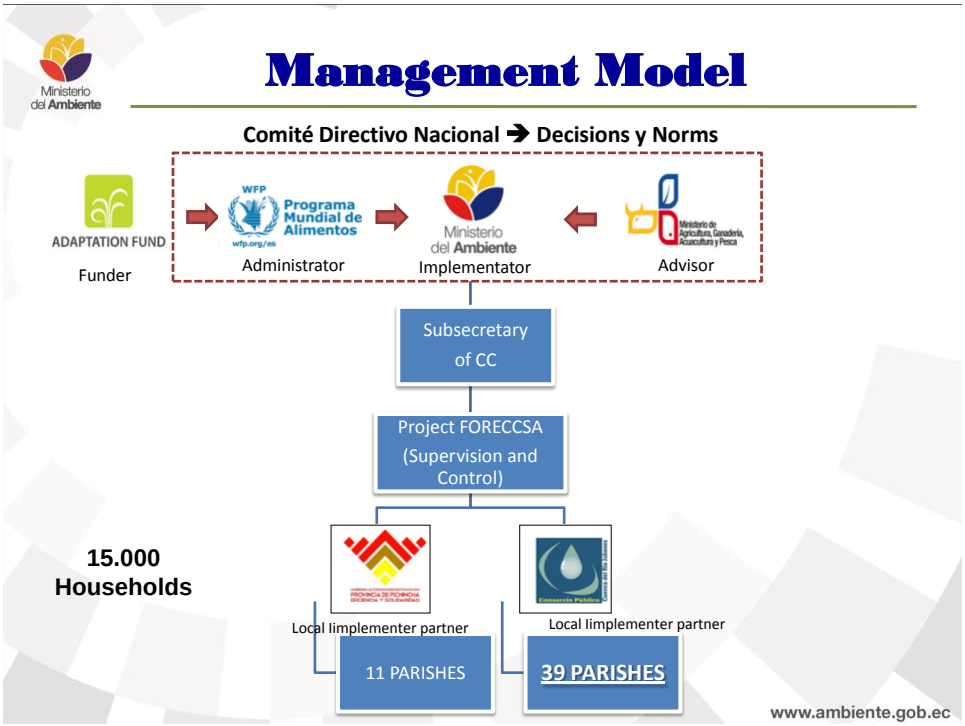
The analysis of results show that in Jubones and Pichincha the degree of vulnerability is the predominant medium and only 18% in Jubones and 9% in Pichincha has high vulnerability. The main threat from climate change is drought, food security pillar that will be most affected is the availability of food to the indicators: availability of water for irrigation, crop yields and resistance of local crop varieties.

Source Project Report January -August 2014 Page 5

C. At the level of processes that contribute to the achievement of results

3. How was the project design and initial implementation phase? What were the main advantages and limitations?

Figure 18 Model FORECCSA initial project management



Source. FORECCSA Management

Financial management .The coordination of financial management has been in charge of WFP organ responsible to the Adaptation Fund. Progress reports have been made on time and of good quality. However, this financial management responsibility should be shared with the FORECCSA project management and the CDN to get more utility, more overview and as a means to improve the management and monitoring from the management.

FORECCSA project implementation. Advantages and limitations

Advantages in implementing the project FORECCSA

There has been high interest and political will of the parties involved - MAE, MAGAP, PMA, and CCRJ GADPP -to face the political, technical and financial management. This has resulted in the successive definition of different models involving different roles and responsibilities of the parties involved. The way the project has been executed has involved some tensions between partners, especially the decision-making process, the delays, the required capabilities and the causes and consequences of the change in the shape of CDN. In general asked the different actors on the political will of the other actors, indicate that at times could have been higher.

For implementing partners, important project decisions might have been taken more communication, consultation and understanding between the parties. Further they indicated that agreements made by CT were not binding but could have had more attention from the CDN , for example with regard to indicators and monitoring system.

There have been areas of political and technical exchange - CDN and CT- with an effective and not just a formal representation at different levels for decision making. This level of political ownership of FORECCSA project is an achievement when compared with other projects in which these spaces are purely formal role. It is also true that with the departure of the local partners of the CDN there has been a regression in the decentralization approach in order to increase efficiency in decision-making.

A wide initial documentation has been completed in the first phase. -Prodoc, Inception report, case studies ... 'But the project still has room to use existing knowledge in those documents. There are also documents that the project could use, such as 1. 2012 WFP Atlas of Food Security of Ecuador or 2. 2014 WFP Atlas of Food Security, Disaster and Climate Change in the Andean region: Colombia, Ecuador, Peru and Bolivia.

Today the processes are in place and ready to leave behind the delays and start implementing an appropriate pace, once agility is achieved in the decision making.

Constraints in implementing the FORECCSA project

The project had the challenge to operationalize the conceptual framework emerging form a multi-actor and multi-stage scenario for decision making, which in turn was changing during the project cycle. We refer to the so common rotations and changes at personnel and institutions level, and that in the FORECCSA project has involved starting from scratch the trust relationships building with stakeholders.

The political, technical and financial management meant that project had had different models-discontinuity, have contributed to the delay, remaining challenges to be resolved. At the same time implementing partners perceive that there could have been more communication regarding such models of changes.

The discontinuity of the management and the teams in the MAE, CCRJ and MAGAP has contributed to the loss of historical memory , a result of: i. the weak knowledge management system, ii. rotating staff, iii. different requirements / implications for knowledge management of different management models - external consultants or internal technical assistance. iv. the improved systematization and value of the work of the technical / consulting teams in successive stages and v. the improved ability to provide added value to existing documents of the project.

Delays in the project since its inception have had and have consequences for the relationship between the partners and, most importantly, have a tangible impact on beneficiaries and created expectations: crops not achieved as expected, late fertilization challenges, mismatch

with the agricultural cycle, inability to accompany the timeframe of the project cycle to adapt agricultural varieties, among others.

Delays in project before the implementation phase

The FORECCSA project has delays regarding the scheduled execution because, mentioned dilemmas, usual in all development processes including adaptation to climate change, have occupied more space and time than planned. In the detail we can cite the following:

- The year 2012 the FORECCSA project passed a prioritization process of the project by the National Planning Secretariat (SENPLADES).

-There has been turnover in almost all institutions and all levels of FORECCSA project management- MAE, MAGAP and CCRJ.

- The project has gone from periods of paralysis by analysis to periods of activism. Periods of paralysis by analysis have been partly and among others, due to the multiform analysis of the vulnerability methodology, the time for consensus on this, the different methodologies for consultancies, promoting new technical documents of the MAE, launching of the guidance for CC local planning, that changed the content adaptation plans.

- The project management has not had full responsibility and maneuverability for making agile, even at the risk of making mistakes and learning. Sometimes the approach is necessary to ***learn by doing***, and that the lack of decision-making can be worse than a wrong decision but correctable and / or adaptable. This has been a model of management involvement and existing definitions, and has not been inaction or ineffectiveness of each manager at the time.

- There have been different management models with different implications in the implementation process, in some of them the project has received external support as the GIZ and external consultants:

In 2012 technical teams are engaged at the MAE for planning and studies directly.

ii. In 2013 a new management model the measures are made by consulting.

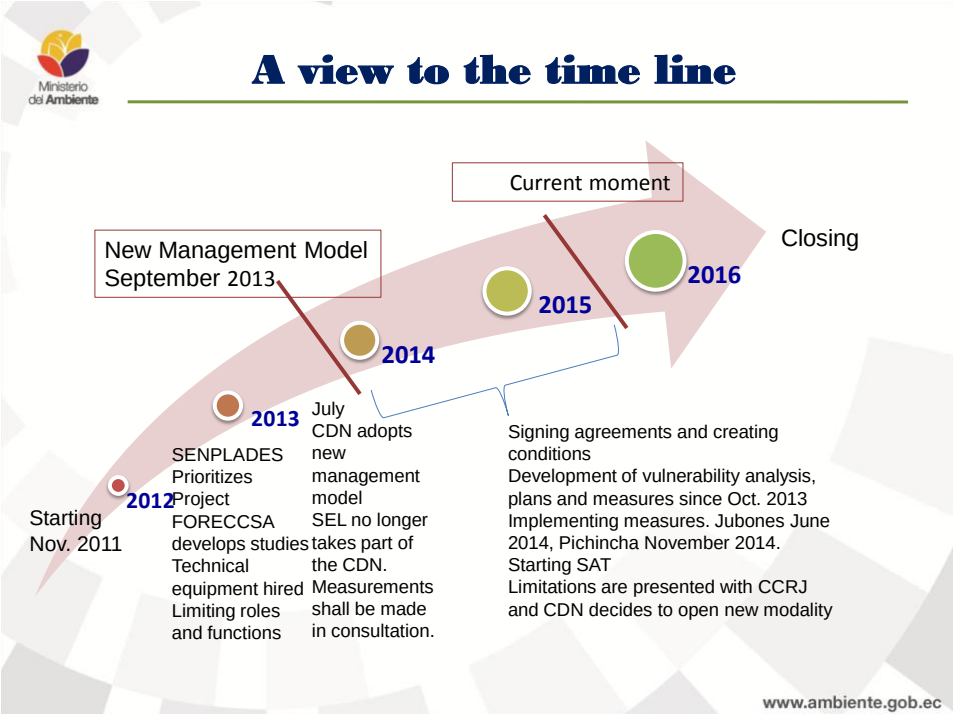
In 2014 vulnerability analysis, plans and measures -from October 2013. Between June Jubones- and November -in Pichincha--in 2014 begin to implement the measures.

iv In 2015 a new management model is opened from the CDN back centralizing planning and execution of the project. The new management model will take place between 31 GADs and MAE, under direct execution.

Noting that the underlying reason for the new approach is the lack of conditions and guarantees in the implementing partner (CCRJ)

Implementing partners perceive that there could have been more communication on the development of vulnerability studies, in turn they indicate that after external consulting, studies were not developed in sufficient detail required by the project.

Figure 19 Timeline



Source. FORECCSA Management

4. Efficiency: How can the current decision-making process be more efficient? Will they be considered or may be considered alternatives?

The CDN and the CT from the beginning have tried to safeguard the effectiveness and efficiency of the project. However they have suffered many rotations, which have led to profound and important changes in vision and strategic decisions in the FORECCSA project. This has not helped to have a common vision of the program theory and expected changes in the FORECCSA project.

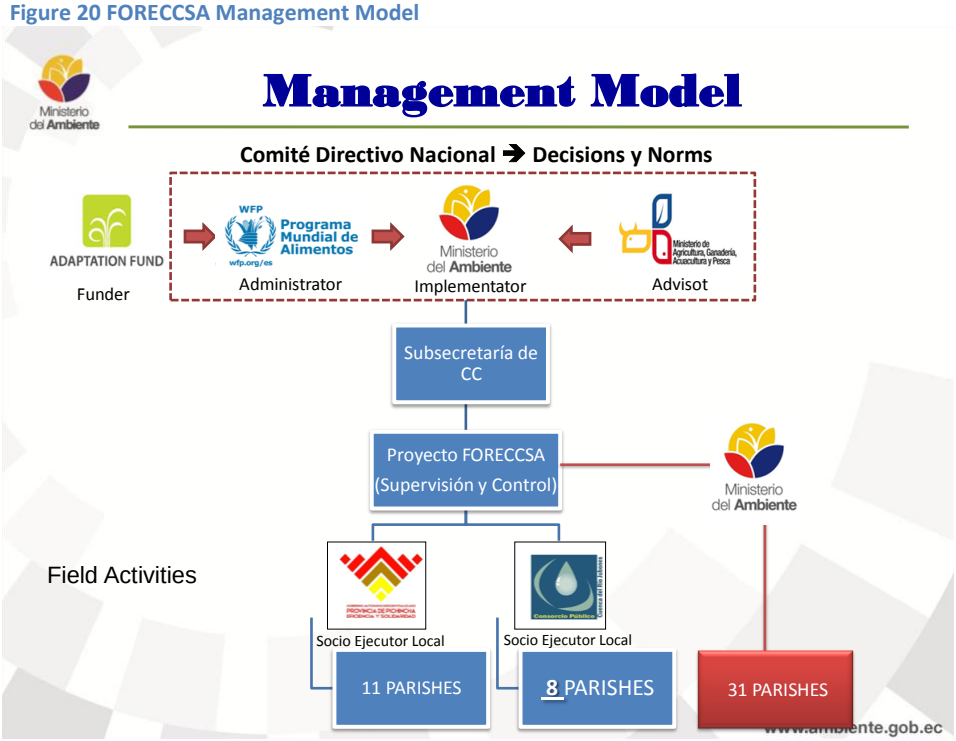
Therefore, there has been willingness to improve performance and improve decision-making, as reflected in adjustments to the model of government and management. But efficiency in decision-making has still room for improvement in terms of agility and continuity.

There is room for progress on subsidiarity and decentralization of the decision-making and clarity of roles and responsibilities for each decision to be taken at the right level. **As an example in the adoption of adaptation measures the management could have a greater role**, especially to accelerate the process with solvent and rigorous technical criteria. This lack of clarity can lead to mistrust, discomfort and inefficiency among partners.

As mentioned efficiency is only one side of the coin of the good performance of the FORECCSA project, it is only part of the dilemmas facing the FORECCSA project. The efficiency is sometimes confronted with sustainability. The challenge of FORECCSA is being run efficiently while ensuring sustainability. Management decisions always involve decisions that imply successes and failures. Of how the FORECCSA achieved to understand and monitor the consequences of that decision making will be achieved i. balance the efficiency regarding participation, ownership, sustainability, resulting in fewer delays, ii. while respecting the idiosyncrasies of the initial design of the FORECCSA project. At the end of the day, it would not be useful the full participation while neglecting efficiency. Nor is useless perfect participatory process if the project has not been executed at all. The process of improving decision-making in the FORECCSA project is parallel to the process of improving its monitoring system oriented to improve this decision making.

The following graph shows the FORECCSA current management model. The CDN is responsible for the decisions and policies, with WFP as an administrator, the MAE as implementer and MAGAP as a consultant. The Undersecretariat of CC, through the FORECCSA Project management is the responsible of the monitoring and control both of the two local implementing partners in 19 parishes, and their own actions in 31 parishes.

Figure 20 FORECCSA Management Model

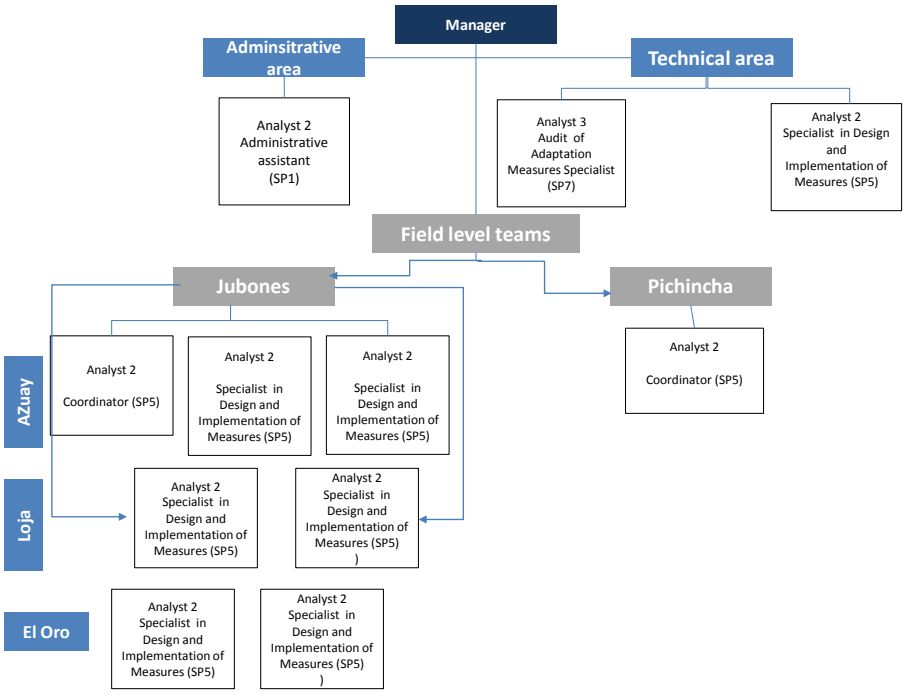


Source. FORECCSA Management

In the case of the province of Pichincha, the implementation team is the GADPP, with its own political, financial and technical structure capable of involving large numbers of technicians from various units of the institution.

The following chart shows the structure of performance management. In addition to an adminsitrative area and a technical area, it has two territorial teams, one in Pichincha and one in Jubones-in Azuay, Loja and El Oro.

Figure 21 Management Structure



Source. FORECCSA Management

Coordination, management, monitoring and enforcement roles[5]

Currently the FORECCSA Project works on the operating manual where the following guidelines, criteria and considerations emerge:

- The National Manager is considered administratively, financially and operationally responsible for the project.
- It is responsible for administering and operationalizing the project team, in the technician monitoring and tracking & project finance aspects.
- In the manual there is no figure of coordination of the monitoring teams, there is a figure for executors (CCRJ).

In the ordinary CDN, conducted in January 2015, the city decided to open a new mode of implementation, where MAE assumes direct implementation with GAD's and the WFP works with strategic acquisitions processes. This has the consequence that the executor team CCRJ is limited to the necessary to continue implementing its 8 measures and the MFA team that was initially conceived only for tracking and monitoring becomes co-executor with the GAD's.

Related to this we must consider that the MAE field teams not only are in charge of monitoring activities to the implementation of measures, since there are other parallel developing activities, as, inter alia:

- Accompaniment and revision of measures developed by external consultancies.
- Accompaniment and revision of the implementation of the SAT.
- Tracking and monitoring the implementation of the CCRJ measures.
- Advisory support in the integration of the CC criteria in the PDOT.
- Gender mainstreaming.
- Accompaniment and supervision of the field capacity building processes
- Socialization and counterparts management with GAD 's.

[5] This part is the result of the work of the technical team in the closing workshop of fieldwork, validated by the evaluation

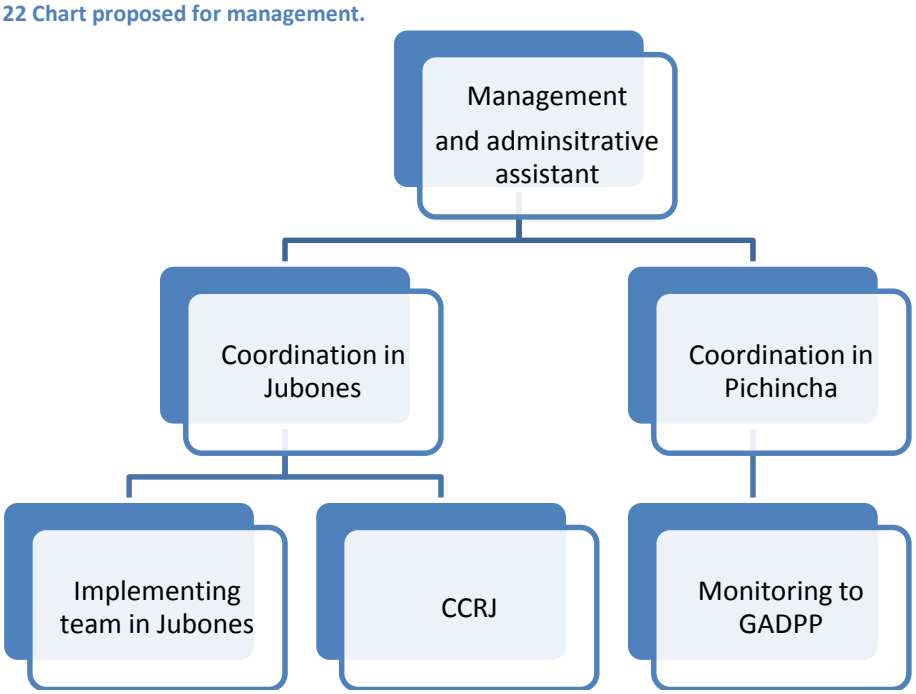
- Generation and articulation of interagency agreements at field level.
- Elaboration and revision of the procurement plans.

Given this situation, it becomes imperative the need to strengthen the MAE implementation team for the new management model and generating a decentralized structure that allows expedite decisions and actions in terms of territory, hence the following proposal stems.

As a result of field work, the technical team developed the following proposal to take the above challenges, which is supported by this evaluation:

1. Organizational chart

Illustration 22 Chart proposed for management.



Source. Management FORECCSA as a result of the closing workshop

2. Roles and Actions

The actions will be framed within the functions of the base structure:

- **National Management:** Coordinate Project Execution or to achieve the results and products , through the following actions-
  - Control of activities: Zonal Monitoring Coordination.
  - *Approval of the adjustments to the measures when these involve changes to the LFA and / or budget that does not alter the POA of the partners or running your direct n.*
  - Framing the processing times. Of the direct implementation.
  - Manage conventions and agreements.
  - Encourage good performance of the organizational teams: Incentives .
  - Knowldege management
  - Prepare and submit the POA of the project.
  - Approve measures and modifications of the POAs.
  - All procedures defined in the operations manual

- **Coordination:** will differ according to the area (Pichincha and CRJ): Zonal Subsidiarity - Decentralize the actions of the ETL.
  - Coordinate Activities between GAD 's, implementing partners and ETL.

o Report: monthly and quarterly progress reports of the execution of the project to the National Management
o Ensure compliance and operational level reports of the zonal POA 's (Pichincha - Jubones).
o Encourage Achieve efficiency and effectiveness of the ETL results.
o Monitor compliance with the POAs and adaptation measures
o Consolidate Monitoring Systems for reporting by area (Pichincha and Jubones).
o Knowledge management: Lessons Learned System .
o Decision-making capacity adjustments and measures as long as these do not include changes in logical framework, budget and / or results.

- **Technical implementers**

o Inform the zonal coordination monthly and quarterly on the progress and constraints in implementation.
o Ensure results, products and roadmaps of the measures of the POAs.
o Permanently implement: Strengthening Plan, adaptation measures, incentives strategy monitoring system.
o Knowledge: Lessons Learned System .
o Evaluate and design: adaptation measures, technical requirements of the TDR and procurement plan.
o Mainstreaming the project themes: climate change, food security and gender.

Continuity in management and technical teams

So far the project has not achieved FORECCSA sufficient continuity in management and teams to ensure proper execution of processes.

-The **Management** must have sufficient capacity and independence at the strategic level. This evaluation suggests that management had more decision-making capacity and leadership to implement, but always under an agile control on specific issues from CDN and CT. To summarize some of the clear management functions should be as follows:

- *Monitoring and coordination.*
- *Clarify, provide continuity and articulate processes and times - such as those associated with gender.*
- *M & E and knowledge management.*
- *Manage conventions and agreements,*
- *Promotion of knowledge management at all levels.*
- *Monitor and approve LFA goals and results of the project.*
- *Adjust of adaptation measures that do not affect the POAs of the partners .*
- *Encourage good or organizational. performance*
-

- The **Zonal Coordination** must have capacity, subsidiarity and independence at strategic level so as to:

- *Coordinate and operationalize the guidelines from the management,.*
- *Management support.*
-

This is a proposal generated based on an analysis by the project team. In the management model in the province of Pichincha PP GAD is responsible for designing and implementing measures and the climate information system. This implies the need for good coordination and communication. In this regard the partners have to have ownership, subsidiarity, predictability and clarity in the implementation of their POAs.

5. Has the FORECCSA project taken into account the strategy, training and gender tools for project implementation?

Gender is one of the pillars of FORECCSA project. However in the PRODOC this is reflected in a very diffuse way, and it does not define and articulate the implications and the place of gender in the project. The project design was interpreting, in practice, the result of *gender equality* by simple *support of women and men*, as includes the following: *During the participatory process the contribution of at least 50 percent of women in all the activities planned is sought, including the processes of decision making.*

Later the development of case studies and gender strategy created space for integrating gender in the project. However, the changes in the models and structure of the FORECCSA project have not allowed owning and developing such a strategy. These activities and products have not been sufficiently socialized and internalized among stakeholders and implementing partners.

There was a person in charge of the communication issues of the FORECCSA project that slightly attended the gender issue. But at this moment gender has not yet with or without responsible person. The project should work on a strategy to integrate gender in each of the activities either directly or indirectly and having implementing partners from the beginning for it.

There is now a collaboration between the UN Women and the FORECCSA project. It is strategic and necessary this collaboration to be made a priority. This collaboration was planned for 2014 but has been delayed for various reasons, including the reduced capacity for agile decision-making by the management. Therefore presently there is the will to fully integrate gender and it is in the process, but improving the gender mainstreaming is still challenging in practice.

Although there are gender strategy, case studies and documentation at the conceptual level, the project is failing to land their thematic operational level including the gender approach. The lack of landing also applies to issues such as resilience, climate change and food security. Passing from concept to operational level is being challenging.

Interviews and focus groups indicate that the discourse of technicians, leaders and beneficiaries on the importance of gender in FORECCSA project could be improved, as to clearly understand their operational implications of gender in a project like this.

Therefore it can be improved and it is urgent the mainstreaming and deployment of gender/ masculinity specific activities in the FORECCSA project. This has to be considered: i. by each technician and beneficiary. ii. sectorally-activities of gender women-not necessarily specific of women. iii. transversely, taking a gender perspective in all the processes, thinking about the implications of gender for the FS / CC.

Regarding the gender approach the accomplishments of the FORECCSA project focused further in Jubones area with little involvement of the local partner. It would be important to coordinate with the GADPP to extend this experience to the Pichincha area with significant involvement of all stakeholders in the future implementation of the gender strategy.

Project Strategy	Objectively identifiable indicators	Project Strategy	Objectively identifiable indicators	Project Strategy	Objectively identifiable indicators
Product 1.1.3: Food security and ***gender considerations integrated into all training programs for adaptation.***	Plan food safety training integrated into the capacity building programs of adaptation with gender considerations.	No adaptation plan has integrated component of food security, nor other development plans.	For the completion of the project all developed adaptation plans include a plan for training in food safety. ***At least 40% of participants in the training are women.***	Training programs in food security List of participants in training programs	There is low community participation in capacity building

Mention of gender in the intervention theory of the FORECCSA project

6. Decision making, learning for adaptation and improvement. Flexibility, monitoring, evaluation and knowledge management

6.1. The role and the theoretical and practical importance of monitoring the FORECCSA project

Table 15 Milestones in monitoring

Dates	MILESTONES IN MONITORING AND EVALUATION
Between 2014-04 and 201 408	Design and validation of the M & E Plan. Contains GPS and ARC GIS
Between 2014-04-2014-05	First examples of monitoring activities
2014-06	Update tracking tools
06/13/2014	Plan of Monitoring and Evaluation of the FORECCSA project

Source. FORECCSA Management

The monitoring is key to any development intervention but even more in interventions aimed at adaptation and long-term impacts. To adapt to do monitoring of the processes and contexts and connect up with that decision.

This monitoring should be connected with the process of decision making. For this purpose, this will have to: 1. establish roles, responsibilities and relationships, 2. provide clear and simple processes, 3. achieve an adequate level of participation and ownership. This orientation had the recognition of the actors involved in the fieldwork

For effective implementation the project should: 1. clarify the information needs of decision makers-questions, 2. devise appropriate information capture tools, 3. simplify and make functional the storage, processing, analysis, conclusions in relation to the decision making.

The above process to provide relevant monitoring closely linked to decision-making has not been so clear in the program theory of the FORECCSA project. In the case of the FORECCSA project there is also the great challenge of transmitting to the beneficiaries their own need to connect their monitoring, decision making and adaptation activities.

However monitoring activities have been a concern since the FORECCSA project design. The attention from the management and technical committees and the numerous documents related to monitoring are evidence of this concern from the higher level. The PRODOC devotes his attention to it on the one hand and the monitoring AF reports made have been rich in content.

There has been willingness to monitoring and learning, however the monitoring system has focused so far on the part of activities on the one hand and on the other suffers from a certain rigidity that has led to focus on indicators rather than on processes of change.

The project has missed a landing, crosscutting and anchoring the monitoring strategy to each level. This would have allowed more quickly finding what questions the monitoring system should respond and direct its efforts towards the processes of change to which the FORECCSA wanted to contribute.

The challenge of FORECCSA project goes beyond keeping track of activities. This had the recognition of the actors involved in the fieldwork. In a project with so many intangibles is necessary to go beyond the activities and tangible products. As noted in the theory of program, from the management level, to management, technical and beneficiaries, each at their level, must have a clear and articulate vision of the change processes. This will contribute to the analysis and integration of the achievement from the level of families/households to the parishes.

For the FORECCSA project being able to go from analyzing individual achievement to add at parish level so as to contribute to the effectiveness of the actors, FORECCSA should take a vision of process of change rather than a vision on static indicators. This had the recognition of the actors involved in the fieldwork.

Therefore they found, with the agreement of those involved also the following challenges for the monitoring system of the FORECCSA project:
- Be based on utility and try to simplify as much as possible the complexity for achieving a manageable, comprehensive and useful information system. Simplification must be based on prioritizing utility and users of the monitoring system. When FORECCSA develops the monitoring system, it must be adapted to facilitate use by the direct users of the same.
-There Is a system of monitoring and evaluation that has room to be simplified and operationalized to make it more useful to management, adaptation and improvement.
-There are parallel monitoring systems -example for AF and for the MAE. There is not clarity on what is the main use of the system by the technical team.

The above challenges had the recognition of the actors involved in the fieldwork

6.2. Use in the decision making of studies, strategies, case studies, from the analysis of vulnerability to the profiles and adaptation measures.

Existing FORECCSA project documentation is of good quality, from design to the PRODOC to the many studies and reports during implementation.

Table 16 Main items of work reports

Document	Date of the publication
Methodology for the study of the vulnerability	October 2012
Methodology adapted for Vulnerability Analysis	November 2013
Gender Mainstreaming Strategy	January 2013
Capacity Building Strategy	April 2013
Case Studies on Gender Assessment	July 2013
Theory of change WFP Project	November 2013
Reference scenario or baseline	February 2014
Executive Summary of the vulnerability studies conducted in Jubones river basin and the Province of Pichincha	April, 2014
Profiles of adaptation to climate change with a focus on food security of 33 parishes	May, 2014
Plan of Monitoring and Evaluation "Improving community resilience to the adverse effects of climate change on food security in the province of Pichincha and Jubones Basin River" project	July, 2014
Design of the awareness campaign on climate change, food security, and gender of the river basin Jubones	August, 2014
System Design of meteorological stations in the cantons of Cayambe and Pedro Moncayo (Pichincha)	October, 2014
Vulnerability studies for 45 parishes Adaptation Plans for 45 parishes	November 2014
Diagnosis of the Climate Warning System for Food Security river basin of Jubones	November 2014
Adaptation measures approved for 8 parishes (7 Jubones river basin and 1 in Pichincha)	November, 2014
Design of the awareness campaign on climate change, food security, and gender of the river basin of Jubones	Second half of 2014

Source. Monitoring Report of FORECCSA. Annual report to the donor

During the field work implementing partners indicated they were not aware of some of the above documents. As we said the reason is the weak use, communication and dissemination among stakeholders, sometimes due to the lack of continuity of the staff.

There is documentation with a high potential for utility and use. In essence they have been used to a certain level documents such as the logic of vulnerability studies, plan of adaptation measures, adaptation measures and detailed profile of adaptation measures. But FORECCSA should in practice achieve to use all documents, managing all this created knowledge. This is because some of the studies have in practice had limited use as the baseline -very macro-, case studies of gender ...

FORECCSA could build a new baseline with families who have focused on their land for record data relating to indicators and analyze the change at the end of the project, after the implementation of adaptation measures. Other studies are being completed for use in mid-2015, as the strategy of gender and the strategy of monitoring and evaluation. As the logical framework in the PRODOC, it should be noted the complexity, weak consistency and logic, that makes difficult the management and action. In the closing workshop of the field work with the technical team it became clear how in the logical framework, 1. existed confusion in the hierarchy of objectives and results of different levels, 2. there were indicators that had similar statements than objectives and results 3. intervention logic elements were not being implemented exactly as indicated in the design, 4. There were missing elements in the intervention logic, such as gender, 5. some indicators had not relation with the intervention logic, 6. not considered sufficient contextual elements for analysis of contribution to results and objectives. 7. in general the high number of products, byproducts and indicators, produced a fragmented, compartmentalized, static and disordered view. This did not help to define, display and change the processes of the project in a clear, articulated and sequenced way.

The challenge of the FORECCSA project in relation to the use of the documentation generated was primarily due to:
the gap between the time when each document was finalized and when it had been necessary to have it ready. As an example we can indicate the baseline, the monitoring and evaluation plan, the strategy of gender or capacity building strategy.
ii. discontinuity in time of potential users / decision makers and therefore the discontinuity of knowledge or the demands or expectations of users regarding these documents.
the challenges in communicating and making agreements between the CDN and implementing partners from the beginning about methodologies and monitoring tools. This has meant that implementing partners did not know or own certain documents and products of the monitoring system.

The budgetary monitoring, both commitments and actual executions budgets have been correct. The challenge is that fiscal planning becomes a tool for project management of the CDN and CT, and not being only the responsibility of the WFP.

Special mention must be given to the indicator system, which has been a center of interest from the start by the FORECCSA project. There is reference to indicators both in the annual progress reports and the project report -August 2014 -January[6]. So far the indicators system has been used but not to the full potential and there have been some minor adjustments in that indicator system. The indicator system should be set to the reality of project implementation and not the other way round.

[6] On page 11 summarizes the compliance matrix of indicators listed in paragraph 3

To close the evaluation fieldwork a workshop was conducted about the logical framework of the project, giving an overall assessment of the current logical framework in a participatory way: 1. LFA is too complex 2 LFA has intervention elements and indicators that are no longer useful, 3. LFA has not other elements of the intervention logic that have arisen during implementation and indicators that capture the process of change of the intervention.

Consequently, it is clear the margin or need for adjustment of the FORECCSA logical framework. FORECCSA could make a continuous multi-day meeting with the technical team, based on the theory of program delivered in the closing meeting workshop between the project team and the evaluator.

Although there has been a FORECCSA high political will in relation to monitoring, so far continuity has not been achieved in the existence of human resources dedicated to monitorig each level of the stakeholders. It is therefore necessary that the monitoring plans at national and local level have with their respective capabilities, with clear roles and responsibilities that allow the challenge to move towards what we want to do-a clear program theory and to the requests for information -the questions- generated -for whom and for what - from decision makers and users.

One challenge for the FORECCSA project is to simplify, adapt and adjust the monitoring system to get maximum use and usefulness. There was coincidence among stakeholders on this. FORECCSA could have different levels of reporting, i.e. reporting component of the measures to evaluate the effectiveness of the results of the adaptation measures, report at the community level and consider a summary report of the indicators according to their reporting period.

The baseline has not been used to their full potential - despite the limitations of the not detailed enough baseline for the demands of the FORECCSA project. FORECCSA should successfully integrate the analysis of the quantitative indicators with the qualitative indicators and narrative components of FORECCSA project. An analysis based on the theory of the program of the FORECCSA project could contribute to this.

We must mention again the capital importance of monitoring the FORECCSA project, not only horizontally but as a result in itself. Not only by the need to convey to the beneficiaries the importance of monitoring the adaptation measures but also due to the importance of the necessary information system for the climate tracking, which must be closely integrated with the other activities of the FORECCSA project monitoring and decision decisions. All these elements of the monitoring system must be communicated, shared and adapted in each of the very different areas and with each very different implementing partners.
This includes fully integrate climate information systems in the processes of change in the intervention.

With respect to climate information system, through a coordinated work with CCRJ, FORECCSA has managed to hire the CIIFEN who has initiated the design of the climate information system for Jubones. To date also it has a monitoring system of the project which supports the tracking of the progress and limitations 1. of the activities and indicators of the project, 2. of the POA of the members and adaptation measures that are implemented at the parish level ; This system has been installed on all members of the project. It should be taken in mind that the GAD PP, began its responsibility from August 2014 and although GADPP had not time for large advances in its system of monitoring and evaluation, there have been advances with the implementation of the system of weather stations.

Source Interviews and Project Report January -August 2014. p. 5

6.3. Relationship between different partners and levels. National,/local levels and operating / strategic levels

The following diagram shows the organization of the project is summarized from the donor, to the responsible for implementation, implementing partners and beneficiaries.

Figure 23 Organization of the FORECCSA project

Source. FORECCSA Management

In general there is alignment of the frames of the project to -national / PMA /AF top frames, although there is scope for improving the flow of the monitoring system and knowledge management system that feeds the alignment and find the windows of political opportunity so as to convey the key messages of the project.

This is an evaluation of the FORECCSA project, not of the local or national partners. However it is important to understand the relationships between the partners in the design and implementation of the project.

Working through local partners has provided the FORECCSA project undoubted strengths. We can cite the following:
1. Knowledge and presence in the territory of the partners gives sustainability to the FORECCSA project.
2. ways of interacting through joint management in Pichincha and Jubones assembly.
3. The focus of strengthening the local institutional framework, although there are no explicit activities in that direction.
4. FORECCSA project alone was not enough, given the level of investment that meant, but has been used by the partners as a seed fund.
5. Adaptation measures designed by staff that knows the territory, are linked to the social realities and must leave from the existing PD [7] / PDOT. Especially in Pichincha.

[7] Development plan

If we analyze the relationship between partners, the local partners were based on their legitimacy for execution by its historical and institutional role. But there have been many challenges in implementation of the project as: 1. the need for definition, clarification and methodological continuity- as an example the indicators of M & E- 2. the implications of moving in a very complex technical and political scenario for local partners, 3. the definition and continuity of teams at all levels, 4. changes in the models of governance, management and financing, 5. weak agile decision making, the accumulated delays.

The truth is that the project proceeds in two territories with different realities and very different implementation partners. In addition to the existence of several management models that are sometimes not felt by implementing partners as being born with sufficient consensus. This has not helped the relations between partners and the quick resolution of the challenges that have arisen.

This new management model has led to improved efficiency but also to: 1. a new change of an already several times changed management model, 2. weakening of relations of trust between some of those involved that has affected the overall structure of the FORECCSA project and further delays in the project, 3. Jubones local partner –there was a structural weakening but not only due to FORECCSA project but also due to their own context, history and portfolio diversification and 4. The erosion of trust that can affect the successful implementation of the project although It should be mitigated.

Finally it should be noted that the different models have also led to profound changes in the structure and capacity of the staff. This especially by the lack of continuity of an strategic vision and leadership style and technical teams.

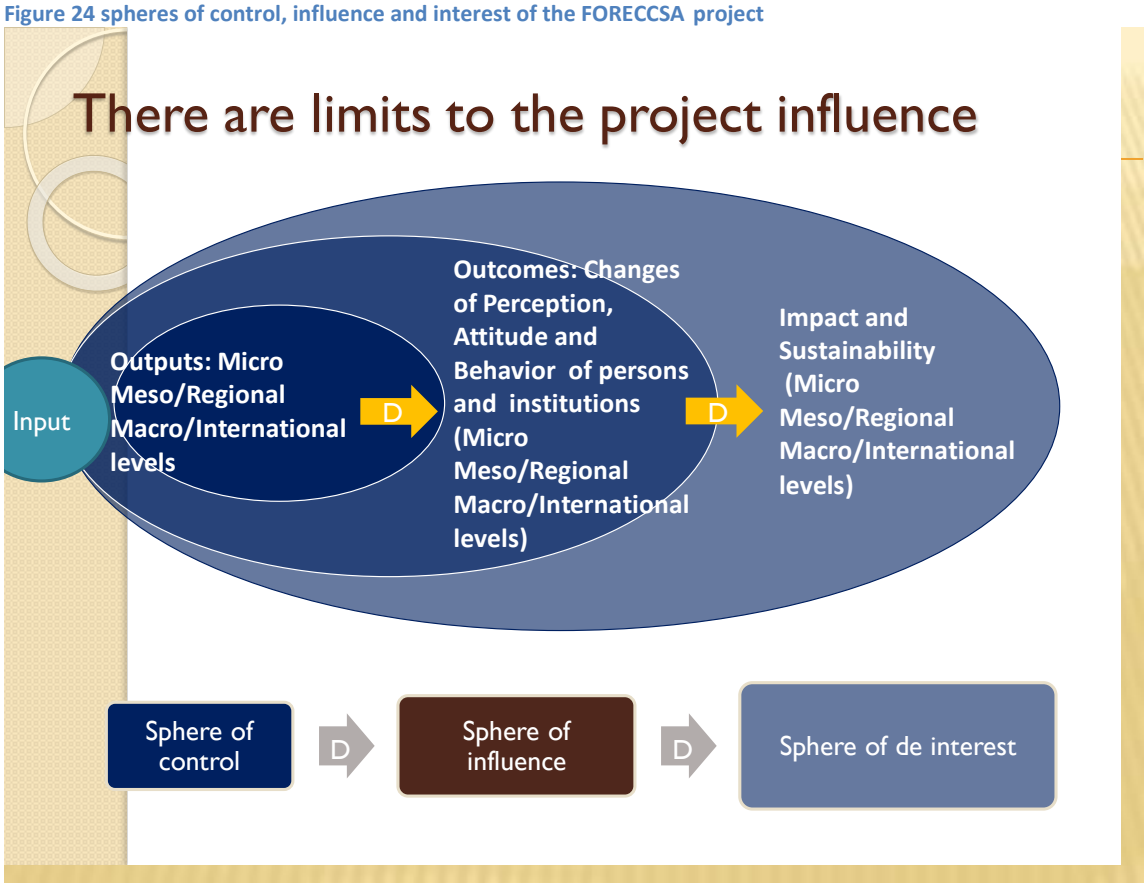
The joint work with partners at several levels, international, national and local levels, has led to important lessons regarding the challenges:
1. Achieving local subsidiarity is important but not simple.
2. Improving communication to enhance project performance is essential.
3. It is important coordination, transparency and reduction of bureaucracy to increase the project efficiency and effectiveness

4. Changes in the models of governance and management of the project have led to discontinuity at all levels:
- Delays and changes in local / parishes authorities -due to elections- implied discontinuity to the FORECCSA project
- Delays in the implementation of the project due to delays in the project starting-not necessarily in relation to the performance of the local partners.
- The need for greater integration of the partners in the decision-making process and in the monitoring and management of knowledge. When local partners were on the CDN the decision-making process could be slower due to technical and political differences. This generated tensions and delays. But in the current situation, without the local partners in the CDN, it should be improved the communication and the actual capacity of members to participate in execution.
- The use of external consulting mode or internal technical teams have contributed to the discontinuity and challenges in capitalizing the experiences.
- At field level they are clearly observed the rigidities of some initial decisions that affect the relationship between coverage and depth, between efficiency and sustainability. As an example we refer again to the need to reach 15,000 beneficiaries and the distribution of $ 200 per family.

5. The added value of each actor must be clear to avoid confusion at all levels:

- The sphere of control and influence of each of the stakeholders must be clear. The chart below shows how the sphere of control of an actor, for example MAE, may be limited in some areas or aspects. The project should be able to display if other implementing partners could have more control in those areas or aspects where MAE is not having influence.

Figure 24 spheres of control, influence and interest of the FORECCSA project



Source. Compiled from Outcome Mapping

- FORECCSA should work on spaces and mechanisms that: a. promote exchanges between Pichincha and Jubones and b. maximize the contributions of each actor without delaying decision-making processes. This when warranted, since local realities are very different and dynamics and institutions are equally different.
- There is room for improvement in communication, coordination and complementation between the partners and staff, clarifying their roles and responsibilities.
- FORECCSA should identify the added value of local partners and national stakeholders to find spaces and opportunities for exchange and communication.

6. It is necessary to avoid the sight of each actor separately, thus giving a compartmentalised, scattered and fragmented vision also called tunnel vision. All performers must take a holistic view of the project and should involve all the possible components-as adaptation measures, PDOT, trainings, gender and knowledge management.
7. It is important to explore changes in the management model to incorporate the added value of partners in future replications.
8. The dismissal of local partners from the CDN allows its current members to make decisions according to their own guidelines, but also involves significant challenges over the initial decentralization strategy and regarding proper consideration of local sensitivities and realities. Besides implementing partners perceive that before their exclusion of the CDN in June 2014,

some of their proposals for the CDN Regulation and CDN Operating Manual were not sufficiently taken into account.

In addition, the MAE is not an institution that uses to implement and monitor with a similar level of this required by the FORECCSA project. Despite the above, the Secretariat for Climate Change of the MAE have managed and implemented projects with positive results as in the case of PRAA and PACC projects. Moreover the GADPP assumed responsibility for designing and implementing adaptation measures since August 2014, which has left the GADPP little capacity for action so far.

Finally it should be noted that the existence of challenges among implementing partners, among different international, national and local levels is relatively normal. The abnormal is the contrary. Faced with these challenges, once analyzed and taken the appropriate decisions, they are to be considered the implications for the theory of program and project information system.

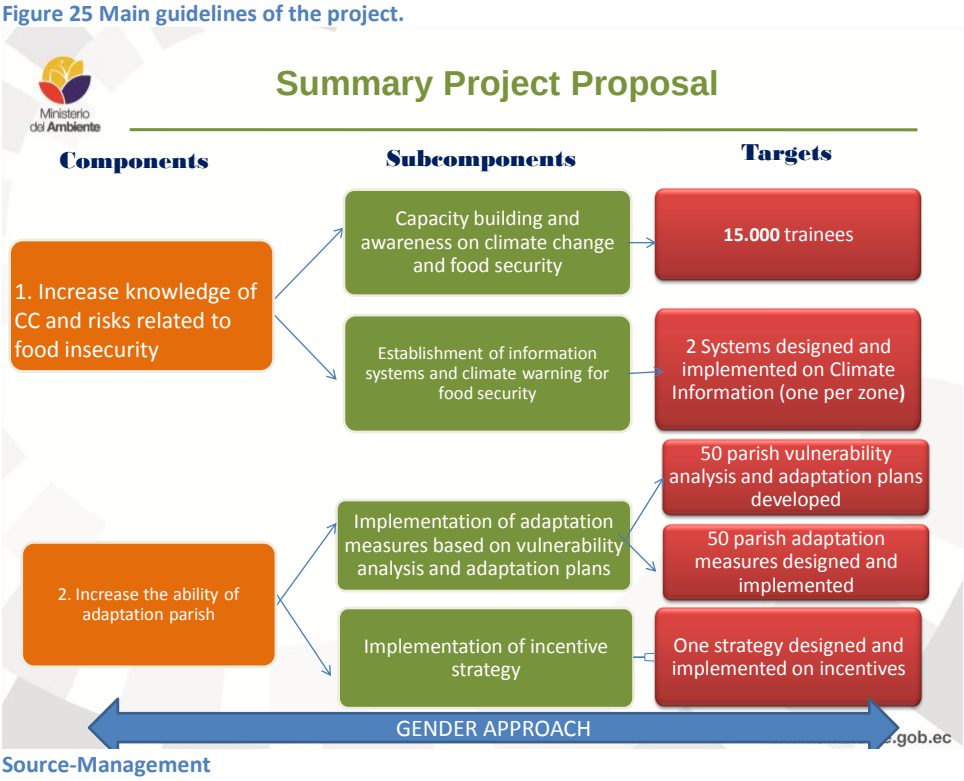
7. Level of financial implementation of the FORECCSA project

The level of financial execution of the FORECCSA project i December 2015 was of $ 1,417,113.05 total of the AF 7,449,468 USD to be implemented. This represents a rate of 20 percent. This low level is due to delays in implementation already explained.

D. At the level of results

The chart below is a summary of components, subcomponents, cross-cutting approaches and goals of the project.

Figure 25 Main guidelines of the project.



Source-Management

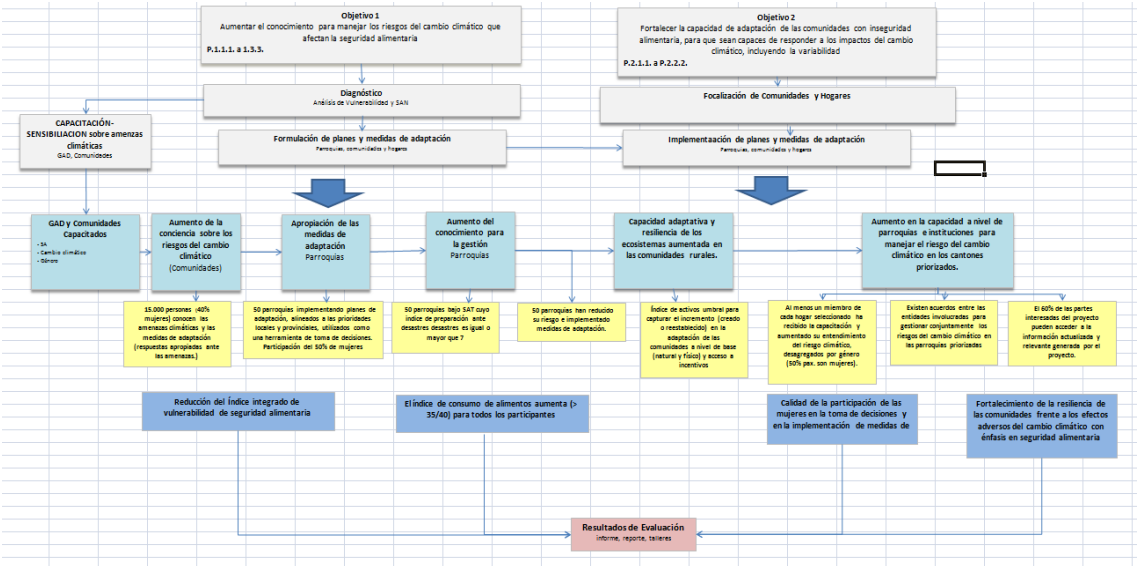
The project team (Manager and technical team) had to resort to a summarized version of the project to manage the degree of complexity -too many outcomes, outputs, indicators - weak clarity, consistency and logic of logical framework and encourage a fragmented and static view and do not help to make proper monitoring of field processes. This should also be taken into

account to support the recommendation to review and adjustment of the logical framework. It would be good to include a view on the number of outcomes, outputs, etc.

8 Effectiveness: What is the contribution to original and actual results?

The chart below shows the program theory that appears in the monitoring system project document –in Spanish in the original and here-. Again it should be noted that the large number of outcomes, outputs and indicators can make the logical framework in an end and not a means to understand the processes of change.

Figure 26. Theory of change as the monitoring system

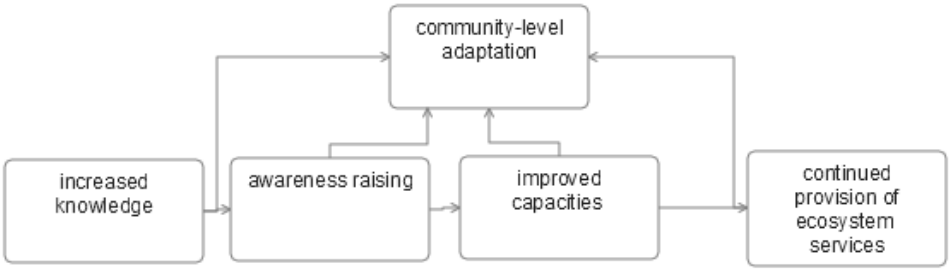


Source. FORECCSA monitoring system project

While executing the original results have undergone certain changes, but are not substantive changes. The reality of implementation involves changes and adaptations over background. **All this underpins the recommendation of the need to review and adjust the logical framework.**

Contribution to expected and unexpected results by stakeholders. Contribution to the resilience and food security.

Figure 27 Base Theory Program project FORECCSA



Source. Prepared by the author

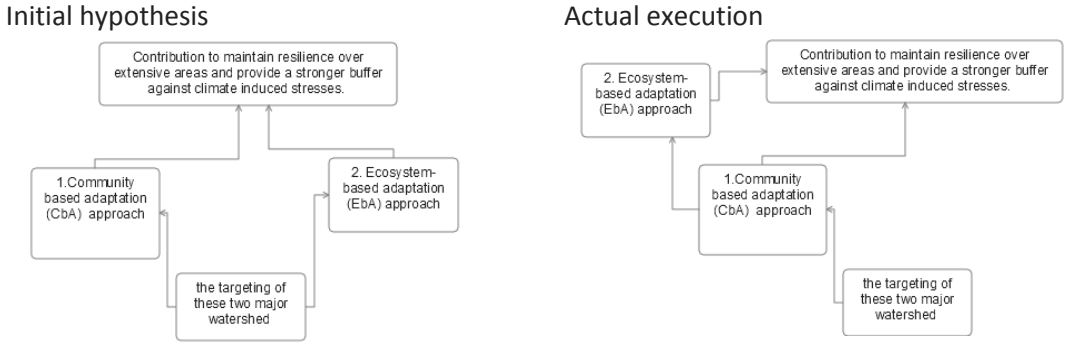
Being a mid-term evaluation and taking into account the delay on the provisions of the design in the implementation phase of the project FORECCSA on the contribution to results may indicate the following:

- Since that especially in the second component of the project there are intervention processes that have not been executed, as an example the adaptation measures have not fully been implemented, there are still not short-term results in these processes not executed.

- Given the low financial magnitude of investment in each family in the case of Jubones compared problems be to solved, it will be difficult to attribute itself to the tangible assets of the FORECCSA project the increased resilience to the parish level and food security at the household level. Of course the above statement depends on the extent of adaptation and implemented in each parish, and we cannot generalize without intrinsically knowing their territorial reality, however the amount of $ 200 per family is not very big.
- The FORECCSA is in the process of contributing to results but it needs to harmonize and simplify the tools, streamline decision-making and finish the ownership of the comprehensive approach
- Processes still are not being implemented to cruising level.

The following diagram shows at the left side the initial hypothesis in project design and at the right side the way the project was executed later. In the FORECCSA project finally took precedence the Community approach and the FORECCSA was less based in the ecosystem level adaptive approach. On the other hand FORECCSA was not deployed in two basins but in a basin and in an area that did not covered a basin.

Figure 28 Figure initial assumptions and the actual implementation of the FORECCSA project

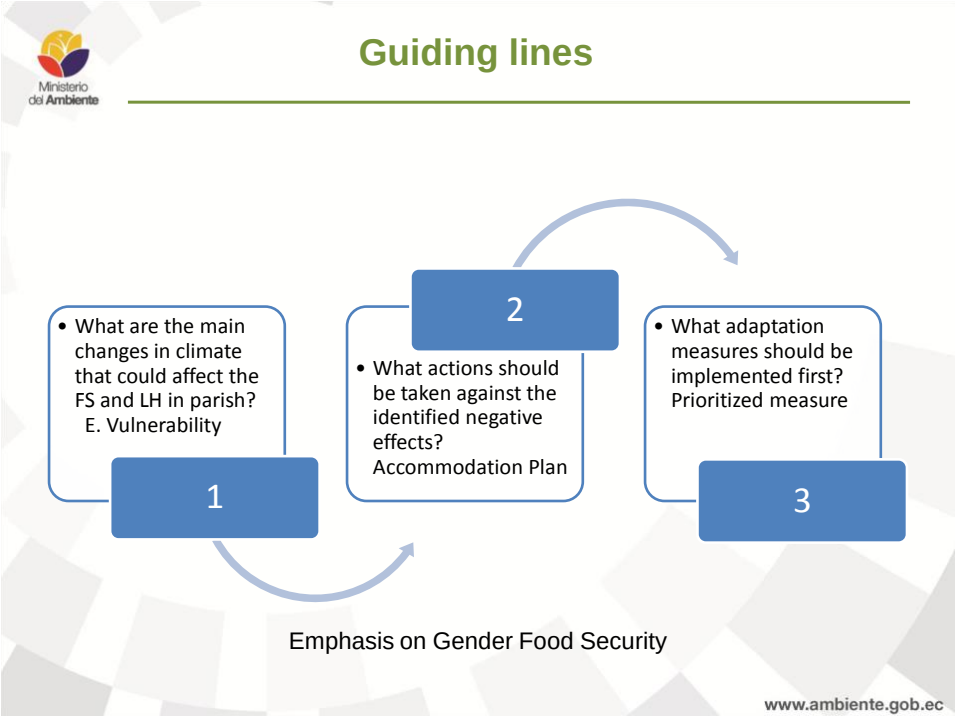


Source. Prepared by the author

For the contribution of the FORECCSA project to results the project has the following challenges:
- The challenge of reshaping the model as it has not been implemented based on the ecosystem level adaptation approach.
- The challenge of visualizing the main and the secondary issues - Focus, prioritize and articulate.
- The challenge to operationalize the relationship SA, CC and gender. The FORECCSA has managed to operationalize the relationship between FS and CC. The objective and results to be achieved is clear. What is still lacking is the gender mainstreaming, but this point will be strengthened with the assistance of UN Women.
- The challenge of balancing the effective time, the efficiency, effectiveness and sustainability.
- The challenge of knowledge management to capture tangible and intangible elements of the project.

Project Strategy

The FORECCSA design aimed to adopt a dual strategy: community-based adaptation and ecosystem-based adaptation. And as we have said during the project implementation the community-based strategy has prevailed, although it has been focused on the parish level. FORECCSA has been also working with communities and at the community level. This is evidenced in the presence of community leaders in the supply of inputs depending on the type of measures and communities. However, the monitoring system report referred only to the parish and not to the community.



Source-Progress of the FORECCSA project page 34. Elaborated by the management

The guidelines maintained during the FORECCSA implementation are:

- A focus on the priorities identified by local and national governments and communities on climate change and the importance of ensuring environmental sustainability.
- The actions aim to raise both awareness and access to information or question with climate change, which is a need locally.
- Addressing current conditions of the targeted communities, reduced rainfall, increased frequency of drought and its anticipated effects on food security.
- Emphasis on the need to build resilience to climate change to maintain the water supply services in deserts and forests, along with preserving the productive capacity of farmland.
- Integrate adaptation measures on food security strategies in communities and land management plans

During implementation decisions have been made that greatly affect the FORECCSA program theory:
- Given the high intervention coverage, the depth of changes to achieve in each family cannot be big.
- The intervention unit has been determined by the type of measurement, hence addressing adaptation based on ecosystems and communities it depends on the type of measure. Therefore the intervention unit in a large number of adaptation actions has been the family farm. The farm family is the unit of intervention measures such as seeds, organic matter and orchards. These actions combine ecosystem protection therefore has not disappeared the figure of the ecosystem in the adaptation measure, although the Community approach predominates.

Results to date

WFP and MAE designed a methodology incorporating gender indicators, social development, food security and climate change, to analyze vulnerabilities. This approach meant that social organizations made a comprehensive analysis of the adverse effects of climate change on food security of communities from a technical and community perspective.

Vulnerability analysis for 45 parishes were completed through a participatory processes between communities, local governments and experts in food security, climate change and community development.

The information contained in these analyzes was used to design the 45 adaptation plans at the parish level. It is expected either: 1. these adaptation plans to be incorporated into the plans of territorial development of the parishes, or 2. that the adaptation measures that were prioritized in the adaptation plans were considered as projects developed in the PDOT based on a strategic line that links to CC.

In 2014 the first eight measures of adaptation to the parishes of San Gerardo, Chumblin, Las Nieves, Tenta, Urdaneta, Guanazán and Shagli in the area of Jubones River and La Esperanza in the province of Pichincha have been initiated. In Pichincha it has also initiated actions in San Luis de Ichisí and Cangahua. It has focused on 2,129 families and has begun activities including the recovery of seeds, the use of organic fertilizer, building fences to protect water sources and the creation of water reservoirs, among others, with the participation of communities.

The project has strengthened local capacity through the completion of 137 participatory workshops that educated community members on the relationship between climate change and food security. A total of 3,159 people - 53 percent of whom were women - took part in these trainings.

It has been designed the climate information system for the Jubones river and is still being implemented. In addition, a climate information system for the province of Pichincha was designed. It is called climate information system in the 2 areas not only in Pichincha and due to its functionality it is not SAT. These systems will contribute to a better understanding of climate risks by the community and prepare them for climate variability and change.

In the following matrix some of the products and results are shown to date. So in Jubones it has reached more than six thousand beneficiaries and about 2400 in Pichincha, giving a total of 8,463 beneficiaries. In relation to vulnerable communities have been achieved 155 in Jubones and 18 in Pichincha.

Table 17 Beneficiaries by province

AREA OF INTERVENTION FORECCSA	PROVINCE	TOTAL BENEFICIARIES	TOTAL VULNERABLE COMMUNITIES
JUBONES		2,861	
		865	
	Loja	2,535	
	TOTAL doublets	6,261	155
PICHINCHA	Cantons: Pedro Moncayo - Cayambe	1,133	18
		7,394	**173**

Source. FORECCSA Project management

Moreover in Jubones the project has invested $ 870,000, with an average investment of $ 139 per family.

Total investment in the Jubones Basin	$ 870,407.02
Average investment in Jubones	$ 139.02

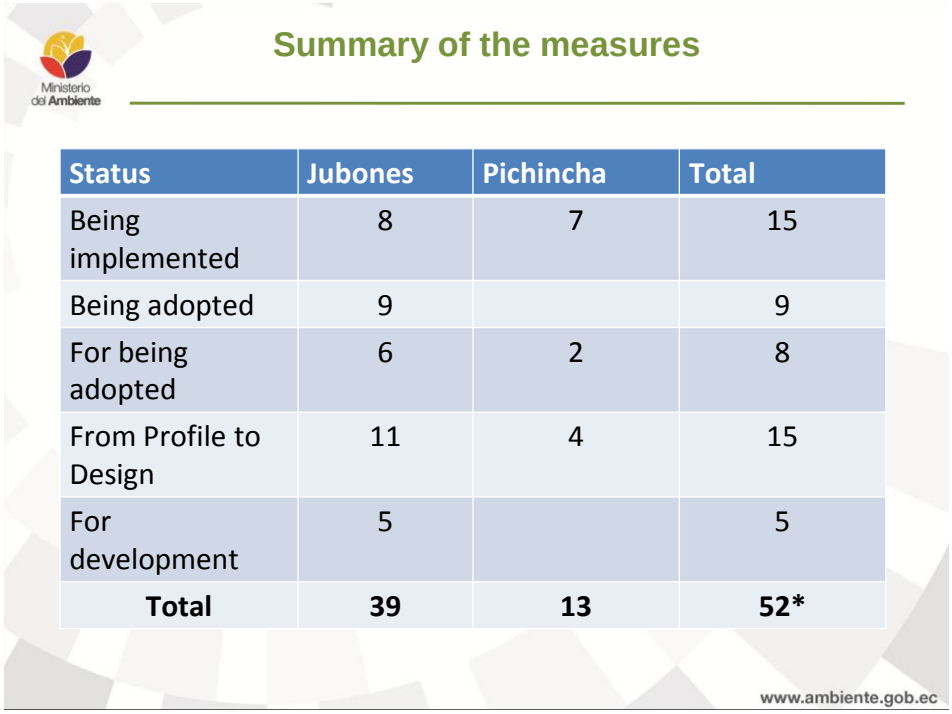
Source. FORECCSA Management

Adaptation measures

Status of implementation of adaptation measures

There are currently 52 adaptation measures, in June 2015. Out of these 52, there are 15 in implementation phase, there are 8 in approval phase, there are 15 that are between profile to design phases and there are 5 measures to be developed. While in Jubones there are 39 measures in Pichincha there are 13, two of them are an additional proposal of the GADP.

Therefore in Jubones only 20 percent of the measures are implemented, while in Pichincha they are more than 50 percent of the measures being implemented. Also a fact that shows the delay of the project is that 41 percent of Jubones measures are between the profile and design phase 11 out 19, while in the case of Pichincha 4 measures are between the profile and design phase, the 30 percent of Pichincha measures.



Status	Jubones	Pichincha	Total
Being implemented	8	7	15
Being adopted	9		9
For being adopted	6	2	8
From Profile to Design	11	4	15
For development	5		5
Total	**39**	**13**	**52***

Source. FORECCSA Project management

The total resources for measures is 1.77 million USD, totaling 1.44 million for Jubones and 0.32 million for Pichincha. In total FORECCSA is working in these measures with 7,394 families in total, being 6,261 in Jubones and 1,133 in Pichincha

Adaptation Measures in detail

Families

Status	Jubones	Pichincha	Total
In implementation	2074	1133	3207
Accepted or in process of being acepted	4187		4187
Total	6261	1133	7394

Investment

Estado	Jubones	Pichincha	Total
In implementation	406.228,67	325.552,04	731.780,71
Accepted or in process of being acepted	1´037.923,032		1´037.923,032
Total	1´444.151,93	325,552,04	1´769.703,97

www.ambiente.gob.ec

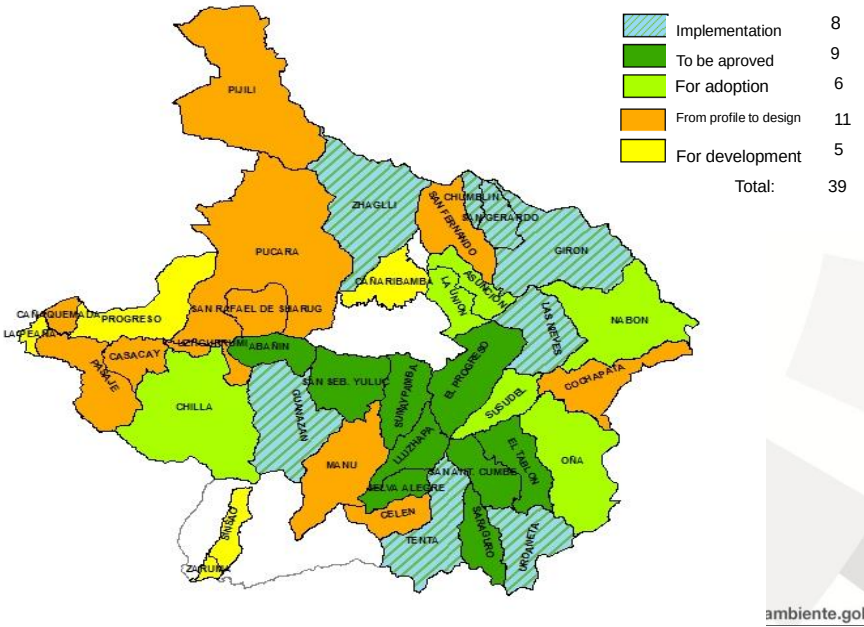
Source. FORECCSA Project management

<u>The following graphs show the status of implementation of the described</u> <u>measures</u>

Adaptation measures: Jubones

Protection and recovery of important water ecosystems (13)
Promoting agroforestry practices (11)
Improving irrigation systems and staffing to farm level (17)
Recovery and promoting local seed attributes drought resistance (2)
Improving orchards / agro-ecological practices (11)
Recovery and management of organic matter in the soil (3)

The measures in Jubones



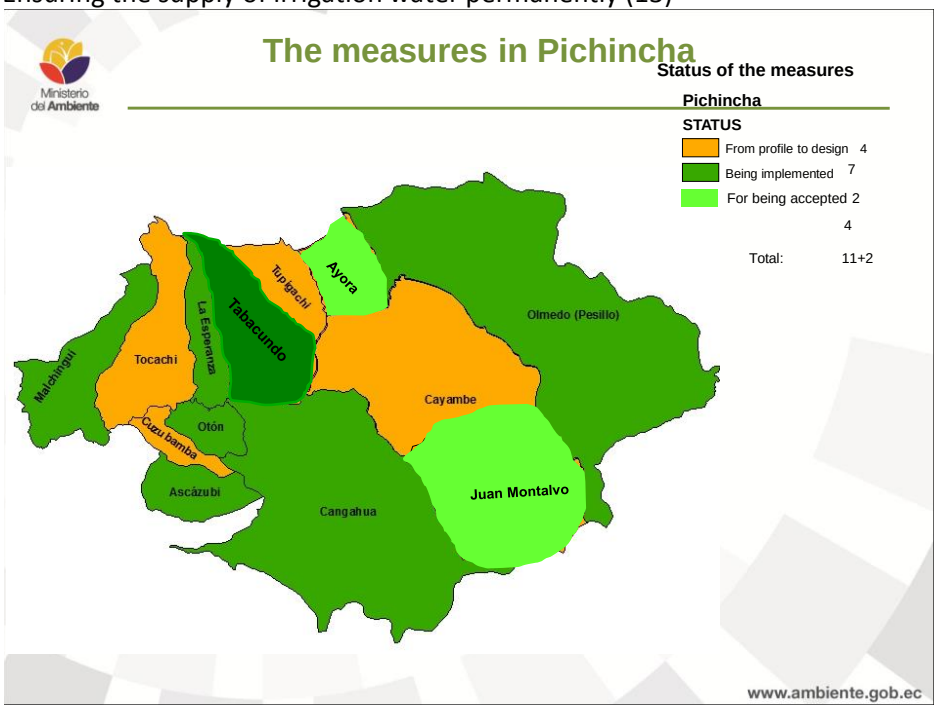
ambiente.gob.ec

Source. FORECCSA Project management

As seen in the chart above there are still many measures that are not running. So the following scenario design, approval or implementation in Jubones is:
Adaptation measures being implemented -in blue-: 8 Jubones: Urdaneta, Tenta, Guanazán, San Gerardo, Chumblín, Shaglly, Giron, Las Nieves.
Adaptation measures ready for approval or in approval - light and dark green: 12 of ICL + 3 of ETL Lluzhapa, El Progreso, Nabón, Abañín.
Adaptation measures from profile to design phase -in orange-: 10 consultancies of Mayra Salinas, 1 San Fernando and 6 of GADPP.
Adaptation measures for developing-on-yellow: 5 of Jubones

They were presented to the National Climate Change Adaptation of the MAE seven measures of Jubones for approval, these measures will be worked in the form of direct implementation and these seven measures were approved and officially communicated to the GADs of Abañín, Cumbe, Assumption, Saraguro, Selva Alegre, Sumaypamba and Yuluc.

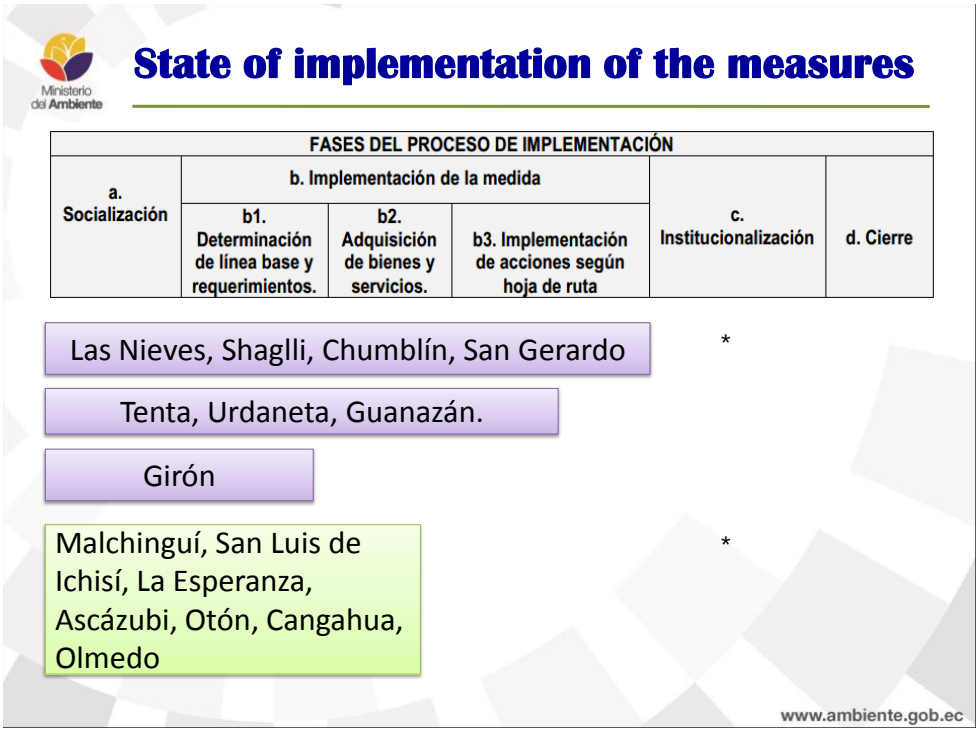
Adaptation measures: Pichincha
Ensuring the supply of irrigation water permanently (13)



Source. FORECCSA Project management

As seen in the chart above is the situation of design, approval and execution in Pichincha:
Adaptation measures being implemented dark green: 7 in Pichincha 7: Esperanza and Otón.
Adaptation measures for approval or in approval – Light green - 2 in Juan Montalvo and Ayora.
Adaptation measures from profile to design phase -in orange-profile design: 4 + 2 new submitted in total 6 GADPP.

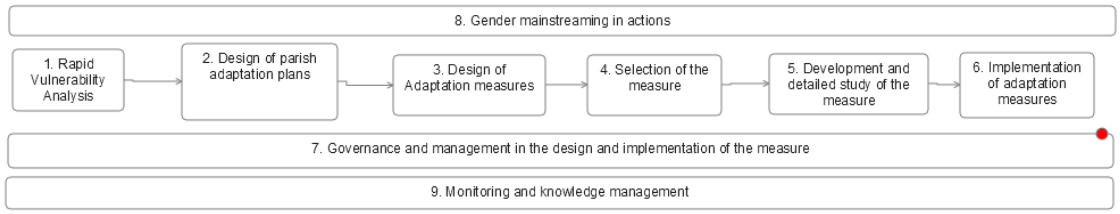
The project generated a guiding process that can serve to frame the status of each area. This process describes the sequence in implementing the measures, which go through a. socialization, b. implementation, c. institutionalization and d. closure. For example we can see in the chart below the level of progress according to different parishes:



Source Presentation of FORECCSA project management page 23

We find in the following chart described the overall process of implementation of adaptation measures.

Figure 29 Steps in implementing adaptation measures



Source Prepared by the author

The chart above is developed or explained in the following matrix in the order they appear in the activities carried around adaptation measures of the project and some of the challenges and milestones that have had-

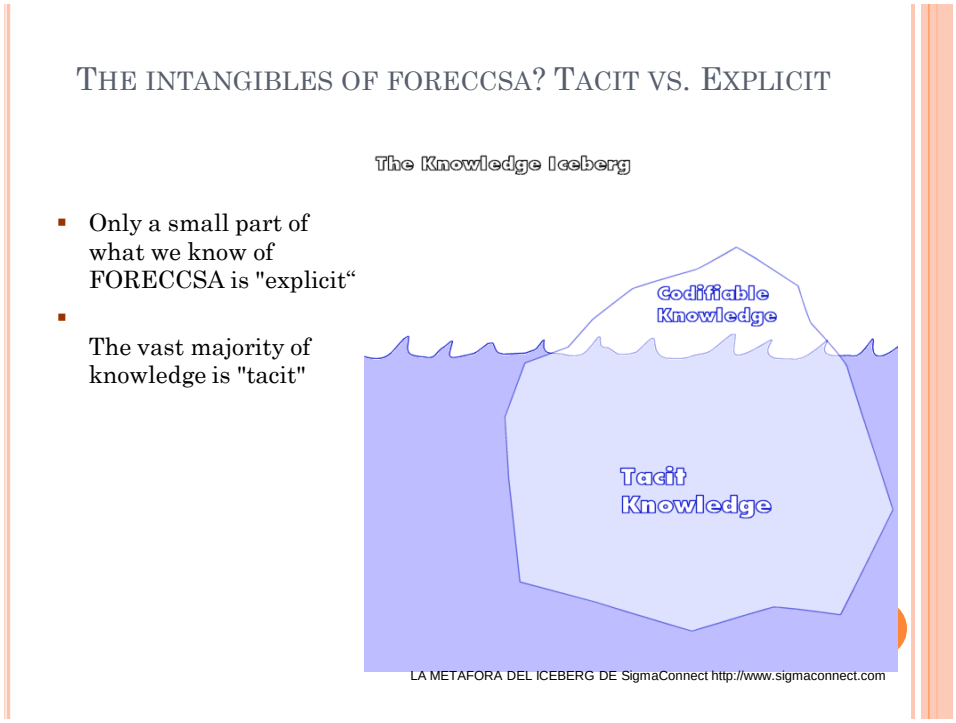
Activities in implementing adaptation measures	Challenges and milestones
1. Rapid analysis of vulnerability	Challenge of creating a methodological framework for harmonizing CC, SA, gender and sustainable livelihoods
2.Design of parish adaptation plans	Focus on a specific part of the parish Home vulnerability drought / rainfall and its relation to water for irrigation Focus on a specific part of the parish
3. Design of adaptation measures	Incorporation of adaptation plan in the Plan of Territorial Planning and Development parish.
4. Selection of the measure	5/6 menu and measures to implement Single 1 Criteria: 1. Time, 2. funding 3. parish ability to engage
5. Development of the measure and study and detail of the measures a- profiles and sub themes, b. Summary of Profiles	Different levels of detail of the adaptation measure selected to be useful The study of the extent and detail is very laborious / it requires more resources than expected
6.Execution of adaptation measures	Execution phases

	1. socialization, 2. implementation. to. preparation, b. acquisition, c. development of measurement, 3. institutionalization / incorporation PDOT, 4. Closing
7.Government and management of adaptation measures	MAE assumes the design, with the challenge of governance and how to unite, coordinate, communicate, appropriating the national and the local. Local partners feel displaced
8.Gender integration of the measures	1. Different strategies-appropriation from the computer, 2. special attention to female-headed households, 3. heading accountability of adaptation measures
9. Monitoring and knowledge management	Challenge of learning, knowledge management for adaptation

Source. FORECCSA Management

9 Contribution of the knowledge management to the effectiveness. Are the households, parishes and local / national authorities increasing their knowledge about the effects and risks of climate change on food security?

As already mentioned, due to the amount of intangible assets, the knowledge management is key for the FORECCSA project at all levels -beneficiaries and stakeholders. Only a small part of what FORECCSA want to know or what is transmitted in the FORECCSA project is explicit. The vast majority of knowledge in the FORECCSA project is tacit. To this we must add that it is not even explicit and clear what the FORECCSA project wants to know at different levels, from beneficiaries to the CDN or AF.



Source. Compiled from sigmaconnect

Knowledge management is not just to disseminate knowledge *at the end* of the intervention to external users of the FORECCSA knowledge. The most important part of the knowledge of FORECCSA project will be generated *during* execution. The challenge is achieving to: 1. store, socialize and externalize during the cycle of the intervention itself and 2. manage the knowledge from the stakeholders in the project FORECCSA.

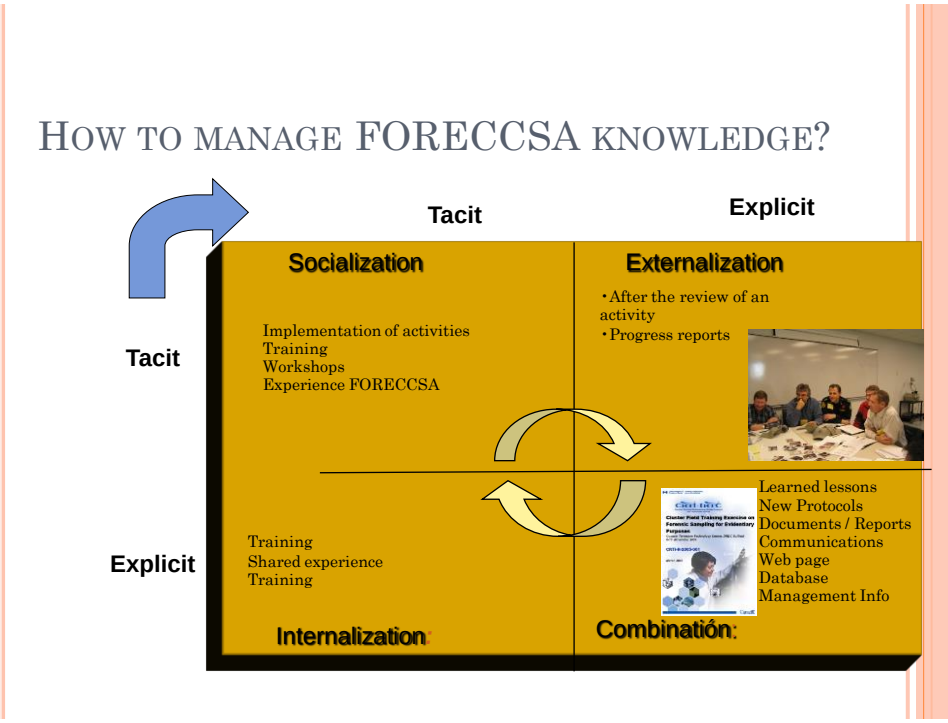


Figure. KM cycle

FORECCSA has few but very relevant products of systematization, as the systematization of vulnerability assessments or the collecting of ancient knowledge in the publication Plants of the Andes [11][8] , in Pichincha, but more strategic approach of knowledge management is needed.

There are so many possibilities, alternatives, levels and requirements of knowledge management in the FORECCSA project that it deserves both a vision at strategic and operational levels and simple and specific tools for it. To start FORECCSA needs to have a vision of knowledge management for both management and technicians, but also for beneficiaries.

One of the challenges of the FORECCSA project remains what are the contents to generate knowledge. These particular areas of interest are not fully defined by the stakeholders both the beneficiaries and the MAE, the WFP and AF. And these contents are boundless and hence the need for being focused and prioritized according to the special needs and interests of these stakeholders. Examples of areas that could be subject of knowledge management that have emerged from the evaluation field visit are: 1. Comparison of measures of first and last generation, 2. Comparison of Pichincha and Jubones type approaches, 3. Comparison of similar type of adaptation measures in different contexts, 4. Learning how the process, context and structure affected the process and the achievement of results 5. Examples of interaction of gender, food security and climate change, 6. Improved knowledge management collection of stories from beneficiaries, partners / technical, coordination / management.

10 FORECCSA project sustainability

The likelihood of sustainability of outcomes at the FORECCSA project completion will depend, among other things, of the level at which the FORECCSA project is based on existing structures and processes, the level of effective ownership at national and local level and the establishment of an exit strategy.

[8] Pillajo P. y M 2014, Plantas de la cordillera andina. Imprenta GADPP, Quito, Ecuador.

On the other hand one of the challenges of the project was the production of reports and analysis. During the field visit it was found however that at the time of starting the FORECCSA project existed some diagnoses that were unused but that could have saved time. For example vulnerability analysis could have started from the existing development plans, supplementing them with new studies only if necessary.

The active presence of partners and national and local institutions ensures continuity of presence in the territory. A pillar for it is relying on the institutional framework and in national and local governance and ownership of the actors through the national technical committees. But also remember the challenges that this approach has had in terms of turnover, the lack of coordination and the deconcentration / decentralization dilemma.

Regarding the adaptation measures the PDOT are key towards the FORECCSA effective inclusion in the local public policy. CC plans prioritize measures to develop projects and programs. This is why the project can ensure sustainability especially in the last 12 parishes that were made by ICAL. But it would not be enough including the adaptation measures in the PDOT; the challenge is also having them prioritized in the bank projects and programs of the PDOT. Thus the adaptation measures would be anchored in the public administration and of compulsory application, being more likely to access funding.

There is a special need to design an exit strategy of the FORECCSA project, establishing: 1. the level of progress and the space to progress, 2. the transfer of clear roles and responsibilities.

11. Contribution to the Results Framework of the Adaptation Fund

The AF proposes a framework of results that the project has developed, with the following progress at the time of the MT evaluation.

	AF Result	AF Performance Indicators	Goal in the project	Baseline	Average results
Objective 1	Outcome 3.1. Strengthened awareness and ownership of adaptation and climate risk reduction at the local level Processes	Outcome 3: Percentage of targeted population aware of adverse Predicted Impacts of climate change, and of Appropriate responses	Generation of Relevant data, Stakeholders, and Timeliness PERCENT In phase adjustment and delimitation conceptualización- both quality- and quantity - percentage of sensitized individuals.	Generation of Relevant data, Stakeholders, and Timeliness Zero	It has begun to work or is working with 7,394 beneficiaries 173 vulnerable communities but there is no measurement of the percentage of families sensitized. The monitoring and evaluation of the PRODOC should consider this measurement on the percentage of families. sensitized in the project
	Output 3: Targeted population groups participating in adaptation and risk reduction awareness activities	3.1 No. and type of actions or risk reduction strategies at the local level Introduced	Number and type (in separate columns) at the local level. Measures 52 Localizing	Number and type (in separate columns) at the local level. Zero	It has begun working with 7,394 beneficiaries of 173 vulnerable communities in 52 adaptation measures
Objective 2	Outcome 5: Increased ecosystem resilience in response to climate change and variability-induced stress	5. Natural Ecosystem services and assets maintained or improved under climate change and variability-induced stress	It has not been determined. The focus of the project is not directly ecosystems.	No database	FORECCSA can not describe in the current information system
	Output 5: Vulnerable physical, natural, and social assets Strengthened in response to Climate Change Impacts, Including variability	5. No. and type of the natural resource assets created, maintained or improved to withstand conditions RESULTING from climate variability and change (by type of assets)	5. Number of interventions by type of asset and naturally intervention	5. Number of interventions by type of asset and naturally intervention	FORECCSA cannot describe in the current information system

E. Rating and overall assessment of the various aspects

	Assessment 1-Very low, 2-Low, 3-Medium, 4 High -, 5- Very High
Relevance	4
Effectiveness	3.5
Efficiency	3
Overall rating	Medium High
	Assessment 1-Very low, 2-Low, 3-Medium, 4 High -, 5- Very High
Contribution to the goals of the FA	4
Contribution to the impact of FA	3.5
Contribution to the objectives of the FA	4
Overall rating	High
	Assessment 1-Very low, 2-Low, 3-Medium, 4 High -, 5- Very High
Monitoring and evaluation system	3.5
Monitoring and evaluation plans	3.5
Project Design	4
Project implementation	3.5
Budget and financing for M & E	3
Indicators	4
Baselines	3
Project alignment with national monitoring and evaluation frameworks	3
Overall rating	Medium-High

8. Conclusions

A. Level Design / Context

1. The relevance of the project FORECCSA

1. FORECCSA project has the challenge at international, national and local levels of contributing to both tangible changes, as intangible changes in beneficiary families. Some of these intangibles are: 1. effective participation and ownership, 2. transmission of learning to adapt, understanding in all parts of the approach of action learning, learning by doing towards adaptation and 3. the common view of the expected process of change.

2. The project design is appropriate both overall and individually, regarding beneficiaries, partners and stakeholders - Governments and local partners, MAE, MAGAP, WFP GADPP and CCRJ and FA. Major political and technical challenges during the implementation of the project have meant that the relationship between the national partners and implementing partners have deteriorated the relevance of the joint work.

3. FORECCSA started from a rich, ambitious and innovative conceptual framework but with scope for operational definition of i. the initial methodological approach ii. the operational tools. This was a challenge that was empty and had to be covered as an ongoing process and is particularly evident in regard to: 1. the monitoring, evaluation and learning, 2. integrated operationalization of the thematic / conceptual framework in relation to Climate Change,

Security Food, Livelihoods, Gender -when previously adaptation had been treated more comprehensively and 3. the challenge of vulnerability and gender equity.

3. FORECCSA has contributed to local and social ownership approach: i. through functional direction committees at national and technical levels ii. through implementing partners and the approach design-oriented towards decentralization.

4. From the start WFP and MAE have worked, in close coordination for the formulation and implementation of this project.

B. Level of processes and products

2. How was the initial phase of implementation in relation to the design? What were the main advantages and limitations?

1. Given the limited timeframe of the project and priority decisions to be taken, the FORECCSA project has to face important dilemmas. On the one hand the efficiency and on the other the sustainability. We can point out some dilemmas: 1. efficiency / effectiveness against the relevance / appropriation / sustainability demands of solutions 2. short-term or long-term responses, 3. the efficiency of participation by representation and the ownership of the involved community actors, 4. the effectiveness of the commitment to a great coverture against the commitment to the institutional strengthening and capacity building for adaptation, 5. a model of governance and management based on accountability, ownership and control or on the other hand a model of governance based on subsidiarity, ownership and management and decentralization to the regions.
2. An expected outcome of the FORECCSA project will be generating knowledge from these dilemmas so common to all processes of development and adaptation.
3. The FORECCSA project did not internalized at the beginning of the execution these dilemmas in its implementation plan. Nor FORECCSA had sufficient guidance in the face of knowledge generation and realization of the questions that the FORECCSA project should respond from the different stakeholders -AF, MAE, WFP GADPP, CCRJ and beneficiaries.
4. Initial decisions that have limited the flexibility of the project were taken. This has implied that during implementation the FORECCSA tended to focus on the family level, a homogeneous distribution of priority measures and prioritizing coverage on depth.

3. What were the main advantages and limitations of the initial phase of implementation in relation to the design?

1. In relation to the advantages we include: 1. policy and high interest will at the highest level of the stakeholders so as to address the political, technical and financial management, 2. the existence of spaces for political and technical exchange with representation from different levels for the decision making and 3. the realization of specific and relevant measures of adaptation.
2. The limitations are: 1. that the project had the challenge to operationalize the conceptual framework emerging form a multi-stakeholder scenario for decision-making, 2. political management, technical and financial guessed different models that had discontinuity and have contributed to the delay, 3. discontinuity management and teams at all levels and weak knowledge management have contributed to the loss of historical memory and the improved enhancement of the work of the technical / consulting teams in the successive stages and 4. the decisions of homogenizing the contributions at the family level -200 USD / family- imply that the amount of investment was very small and can only be regarded as seed capital in the context of other processes of the FORECCSA project.

4. Efficiency: How can the current decision-making process be more efficient?

1. There has been political will for improvement at the highest political level and reflect the adjustments to the model of governance and management. But efficiency in decision-making is even improved.
2. There is room for progress in: i. subsidiarity and decentralization of decision-making to the regions, and ii. clarity of roles and responsibilities for each decision being taken at the right level.
3. Delays in the project since its inception have had and have consequences for the beneficiaries to be taken into account for re planning in time or scope of the FORECCSA project.
4. There are processes of decision making that should be delegated to management and zonal coordinators and implementing partners.

5. Has the FORECCSA project taken into account the strategy, training and gender tools for project implementation?

1. Gender is one of the pillars of FORECCSA project. However in the PRODOC this is reflected very diffusely as in practice the implications and the place of gender in the project are not being defined and articulated.
2. There is right now a collaboration of UN Women with the FORECCSA project that is strategic and necessary in this direction.

6. Decision making, learning and adapting for improvement. Flexibility, monitoring, knowledge management

The key role of monitoring in the FORECCSA project.

1. A monitoring plan exists since August 2014 that begins to be useful. Although there has been a concern since the design, the role and efficiency of the monitoring in the FORECCSA project could improve, both in monitoring the FORECCSA operations from the different levels of intervention, and communicating to beneficiaries the importance of linking adaptation measures with monitoring and decision making. This includes fully integrate climate information systems in the processes of change in the intervention.
2. The monitoring system has focused so far on the part of activities on the one hand and on the other suffers from a certain rigidity that has led it to focus on indicators rather than on change processes.
3. The current monitoring system is complex as to be used in a flexible way in making decisions, especially at management level.

6.2. Level of utilization of diagnosis and monitoring information

1. There is documentation generated by the FORECCSA project with high potential of being use, but it has not been fully used especially due to delays and gaps, and the discontinuity in the decision-making. More general, generic and conceptual initial and macro studies are those that have been used less. The vulnerability analyzes and plans more concrete, specific and practical, have a higher degree of use.
2. Although there has been political will to monitor, so far has not been achieved continuity and usefulness, in part because of the need for human resources at every level of monitoring between the stakeholders.
3. The discontinuity in management and the weak knowledge management, implied weak ability to add value to existing documents of the project.

6.3. Relationship between different partners and levels. Local / National, operative / strategic levels

1. There is alignment of the frames of the project to -national / PMA / AF top frames. The challenge is to complete the knowledge management system and find the windows of political opportunity for generated knowledge to guide decision makers.

2. Working through local partners has provided the FORECCSA project clear strengths. We highlight that the knowledge and presence in the territory of the partners gives sustainability to FORECCSA project. Besides the FORECCSA project alone was not sufficient, given the low level of investment by family that meant, but has been used by the partners as a seed fund.
3. Changes in patterns of governance and management of the project have led to improvements but also to delays and discontinuity at all levels.
4. The dismissal of local partners of the CDN has streamlined decision-making but has important challenges in the initial decentralization strategy.

C. At the level of results

7. Effectiveness: What is the contribution to original and actual results?
The project in its MT has advanced processes in component one and less on component two processes. To be more effective the project must meet the challenges required for the proper and consistent execution of processes of the second component.

So within the component first- 1.1 were developed awareness activities, especially involving participation by attendance or representation. There were the challenges of deepening and tracking changes in perception, attitude and behavior of the beneficiaries, 1.2 were designed most adaptation measures, some of the measures are already underway, with the additional challenge of monitoring gender and vulnerability and 1.3 the climate information system is underway, taking the challenge of its integration with the other components and co executors . Within the second component: 2.1 is soon to have the results of adaptation measures as they have not completed their cycle of design and implementation, taking the challenge to integrate the measures with the other project components and implementers 2.2 FORECCSA yet has not deepened participatory processes and knowledge management. The project has the challenge and need of a knowledge management strategy and an exit strategy.

Component Processes and Products	Feed level 1-5 1-Low / 5-High	Changes	Challenges in the process of change
1.1 Awareness		Participation for assistance or representation	Deepen and track changes in perception, attitude and behavior
1.2 Adaptation measures designed		Adaptation measures implemented	Special monitoring of vulnerability and gender
1.3 Climate Information System		In process	Integrate with other components and co executors
2.1 Adaptation Measures implemented		In process	Integration of other components
2.2 Participation and knowledge management		In process	Need for knowledge management strategy and an exit strategy

Table 18 Progress in the processes of each component
Source. Project management FORECCSA

1. The project belatedly is entering its maximum speed to contribute to results.
2. The project has room for: i. clarify, define, articulate and sequence the process of change and ii. to focus, articulate and operationalize.
- The project FORECCSA know what to do, but not how to do it in detail.
- There is no common view on the theory of program of the FORECCSA project, on the story of how FORECCSA project wants to change the reality.

- During implementation, indicators have become targets.
3. During implementation FORECCSA has made decisions that greatly affect its program theory:
- Given the high intervention coverage and the small amount of investment per family, the depth of changes to achieve in each family cannot be great. Also without proper planning is not evident to aggregate at the community / parochial level these effects.
- The intervention unit has been determined by the type of measure hence addressing adaptation based on ecosystems and communities depends on the type of measure. The result is that the approach based on communities has been prominent.

8. Contributions of knowledge management effectiveness
1. The most important part of knowledge from FORECCSA project will be generated during the process of implementation and not only at the project completion.
2. Due to the importance and the amount of intangibles of the FORECCSA project, knowledge management would able to capture those intangibles. This is not having enough importance – at beneficiaries and stakeholders levels.
3. FORECCSA project has not defined the contents that generate knowledge. These specific areas or questions of interest from stakeholders are not fully defined.

9. Sustainability
1. The commitment for sustainability and replication of the FORECCSA project was based on the existing structures and processes in working participation by representation at national and local level.
2. The active presence of partners and national and local institutions ensures continuity of presence in the territory.
3. Regarding the adaptation measures, the PDOT are key towards their effective inclusion in local public policy.

9. Lessons Learned

1. Adaptation projects must work in good inter/intra institutional and community coordination and collaboration, so as to bring complementary skills and capacities to achieve the stated objectives. These collaborative approaches require much time and investment and are exposed to stress for technical or political reasons. This cooperation and coordination is even more difficult when there are changes in institutions and governments that require starting from scratch.

2. Institutional strength – in terms of motivation, leadership and capacities of implementing partners are critical to the project's progress. Institutional weakness decreases the effectiveness, efficiency and sustainability.

3. When a variety of actors are involved in the design/development and use of studies and processes, it is crucial from the beginning to have clear roles and responsibilities and have methodologies, criteria and standardized frameworks between stakeholders and implementing partners.

4. The need for empowerment of local governments and other local actors is greater when they have many critical points. This requires a combination of political/institutional, technical and social criteria and skills.

5. The vulnerability studies are important in determining the adaptation priorities and ensure that these priorities are adapted to local realities. However, the process of building adaptation

measures should be simplified and made faster: i. integrating and performing all at once the adaptation measures -vulnerability studies, adaptation plans, profiles and measures- and ii. basing said measures on existing land use plans (PDOT) of the parishes.

6. The importance of using existing information and updating it. In order to determine adaptation priorities, it might be more effective to develop macro level studies (at basin level like Jubones and Province level like Pichincha) that would optimize time and results, especially considering that WFP already has previous experience of developing the Atlas of Food Security (FS) of Ecuador, which is a type of vulnerability study of FS to the effects of climate change (CC). For the FORECCSA project purpose this Atlas could have been updated. In short the project should use and update existing information.

7. The development of participatory processes (with special attention to women) is important to analyze vulnerability and adaptation plans, as well as for its implementation. However, we need to see this participation as a process that improves in quality through practice and by successive approximations with the implementation of the adaptation measures.

8. Strengthening resilience and community preparedness for climate change is facilitated by incorporating adaptation into local development agendas. This has been achieved through the generation of adaptation plans of the parish and their subsequent integration in local planning – in PDOTs. However, this incorporation is not enough, as it should result in the inclusion of the adaptation measures as the priority projects to be implemented by the parish.

9. The focus and consideration of the administrative-institutional component and the tensions that arise between the national and local levels are keys in such projects. This cannot be considered as an external factor, as it will always be present in this type of project.

10. Projects like FORECCSA always have to balance and deal with dilemmas such as: i. efficiency/effectiveness against relevance/appropriation/sustainability, ii. the demands of short-term solutions or of long-term responses, iii. the efficiency of representation or the participation by community ownership, iv. the effectiveness of the commitment to large coverage against the sustainability of the commitment to institutional strengthening and capacity building for adaptation, and v. a model of governance and management based on accountability, ownership and control against another model based on subsidiarity, ownership and decentralization to the management and the regions.

11. A period of grounding and inception in complex projects like the FORECCSA project helps build more realistic implementation plans despite a delay in project execution.

12. A project like FORECCSA is not only an end in itself, i.e., it is not intended to contribute only to direct changes, but it is also a means of indirect change. Dissemination and communication in the FORECCSA project are as important as its results. In that sense the FORECCSA project is a pilot, knowing that a pilot gives the opportunity for success but also for making mistakes. As such, its greatest richness is the learning and knowledge generated from success and from mistakes.

13. In complex projects there is the challenge of not losing sight of the processes of change which are anticipated and realized. In these complex interventions, the process of change is as important as the results, and the results in many cases are achieved only in the long term. If the view of the process of change is lost there is a danger that the indicators become targets, ends in themselves, with the danger that even when fulfilling the indicators they are not producing

the expected change processes. To change these processes the project needs adaptive management with the possibility of adjusting the logical framework and indicators.

14. Complex, conceptual and innovative interventions like the FORECCSA project are time-consuming, often involving the need for extension of deadlines. The delay in complex projects is often the result of the conjunction of the following factors: inception and grounding of the project in an implementation plan, initial institutional coordination, adjusting the management model and completing the necessary tools.

10. Recommendations

As a result of the evaluation process, the evaluation has a total of 36 recommendations for consideration by CDN, CT, management and AF. It is suggested to use the management response form found in the annex.

No.	Level	Type of recommendations
9	Design and process -19-	*1. Regarding the process of implementation of the FORECCSA project - 9 recommendations*
2		*2. Efficiency in decision making – 2 Recommendations*
5		*3. Crosscutting elements – 5 recommendations*
3		*4. Recommendations on the relationship between different partners at operational/strategic and national/local levels – 3 recommendations*
4	Results -17-	*5. Monitoring system – 4 recommendations*
4		*6. Knowledge management – 4 recommendations*
6		*7. Contribution to results – 6 recommendations*
3		*8. Sustainability – 3 recommendations*
36 *recommendations*		

A. Recommendations in terms of design/context, processes and products

1. Regarding the process of implementing the project FORECCSA -9 recommendations-

Recommendations for the CDN, CT and management

1. The joint work should continue
As a precondition for the proper performance of the FORECCSA project, WFP and MAE should continue working together as previously done for implementation and coordination with special attention now towards the closing phase of this project.

The work process between CDN, CT and implementation partners should continue with focus on decentralization, but with more agile communication and coordination mechanisms. It is especially urgent to improve communication with GAD-PP.

The FORECCSA project should i. continue and encourage strong political will and high interest of the stakeholders and ii. mitigate the normal interagency tensions. This in order to properly handle political, technical and financial management in the spaces of political and technical exchange like CDN and CT, or meetings with parish and community representatives.

2. The FORECCSA project should open a short but efficient, effective space for “strategic planning" to take the recommendations of this midterm evaluation and pursue:

i. a flexible and agile model in government decision making, avoiding the disruption, delay and failure to respond to priority challenges,
ii. a management model that makes it possible to simplify and unify procedures and frameworks, when the project is working with three execution units, and
iii. a model that can be adapted to the completely distinct challenges, idiosyncrasies and needs in Pichincha/GAD-PP and Jubones/CCRJ.

3. For better performance and proper execution speed, the FORECCSA project has to be more nimble in making decisions based on the faced dilemmas and following up with the consequences of these decisions. Therefore, besides agility in decision-making, the project FORECCSA should understand and monitor the consequences of such decisions, so as to balance on the one hand efficiency and short term results, and on the other, sustainability, participation and ownership. That is to say, efficient decision-making seeks fewer delays but should respect the processes of appropriation of the partners and the idiosyncrasies of the initial design. The above is especially urgent in connection with the GAD-PP.

4. The FORECCSA project should generate knowledge from the processes resulting from the above dilemmas as part of the expected results in the context of the adaptation measures. Since the investment per household of the project is small in relation to the challenges of the households, this investment can be considered a seed capital. Therefore, the capture of other intangible knowledge processes of the FORECCSA project is one of the expected results of the project.

5. The FORECCSA project should display its program theory at all levels. This theory of the FORECCSA project passes through the following key expected changes: i. participation and effective ownership ii. transformation of learning into adaptation and the understanding of all the components of action learning, learning by working towards adaptation and iii. the shared vision of the expected change.

-The FORECCSA project should complete its conceptual framework, and should clarify, focus, prioritize, coordinate and sequence its program theory. It should also internalize these dilemmas in its implementation plan – we can point out aspects like governance model, effective participation, rotation and institutional change, and the need for coordination/communication at national and decentralized levels.

-In the process of action learning, that is, without delaying the frame time of execution, the FORECCSA project should adapt as soon as possible the aforementioned methodological elements: i. monitoring, evaluation and learning system ii. operationalized and integrated themes/conceptual framework, such as CC, FS, Livelihoods, Gender.
- Being flexible with the self-imposed targets of covering 15,000 beneficiaries and of the investment of $200/family and focusing on high-impact actions regardless of the amount/family.
- Above all, simplicity. The challenge is to operationalize the approaches but in the simplest and most harmonized way among technicians. The procedures must be as simple as possible to make them easier to manage.

6. The FORECCSA project should consider/understand the implications of the decisions that limited its flexibility, room for maneuver and adaptability of the project for different adaptation needs in different places. The FORECCSA project should consider the consequences of its model. During the implementation the focus tended to i. focus on the family level, ii. employ a homogeneous distribution of measures and iii. give more priority to coverage than to in-depth processes.

-The FORECCSA project should try to mitigate the above through mechanisms that: 1. increase flexibility, room for maneuvering and adaptability of the project against different adaptation needs of the different locations and 2. allow simple understanding of the effects of the adaptation measures – at the community level, family level and at parish and ecosystem levels.

Especially in the Jubones River Basin (CRJ), the FORECCSA project should take corrective actions so as to target the most vulnerable, correcting certain homogenizing effects during execution that avoided this special focus on the most vulnerable families and communities, including women householders.

Recommendations for CDN and for the Adaptation Fund

7. Future similar projects should consider the need to have mechanisms and time for grounding at the beginning of project implementation, for considering the above dilemmas and given that this grounding/inception phase means less initial speed of implementation and therefore, more runtime.

8. The FORECCSA project will require flexibility for clarification, focus, prioritization, coordination and sequencing of its program theory. This flexibility will have very positive implications for its performance. This flexibility means the need to revise the vertical and horizontal logical frameworks and indicators, which leads to an adjustment of the logical framework in terms of its simplicity and clarity that facilitates action. It is recommended that the management and CT propose an adjustment to be presented to the CDN and the AF.

9. The delays have important implications for the implementation processes; they must be considered in the existing time frame and until the end of the intervention. **The time frame should be adjusted to reality**, so that it is prioritized if no temporary extension is needed, or the time frame is reset/increased in a planned manner. Extending the implementation period is a must if you want to meet initial expectations. For this, the project requires the two things, both extending the deadline and prioritizing actions. For this, a budget revision is suggested to cover the operating costs arising from the project, since, for example, there are adaptation measures that will begin implementation in August 2015 and will continue for at least 12 months.

2. Efficiency in decision making - 2 recommendations-

Recommendations for the CDN, CT and management-

1. The FORECCSA project should improve: i. the subsidiarity and decentralization of decision-making to management and to the regions, and ii. the clarification of roles and responsibilities for each decision to be taken at the right level.

2. This is to increase accountability and subsidiarity of operations, as well as zonal decentralised coordination and that of partners. Within the FORECCSA operational manual, it is necessary to have: i. an agreement and pragmatic monitoring of the roles and responsibilities to promote decentralization and subsidiarity and ii. continuity in management, coordination and partners' responsibilities.
-The Management should have greater ability and independence at the global strategic level and should become more involved in the financial management of the project.
-The Zonal decentralized coordination should have greater ability, subsidiarity and independence at the zonal strategic level.

-The Partners should have more ownership, subsidiarity, predictability and clarity in the implementation of the POAs.
- The MAE should participate and not delegate in the CT or other spaces.
- The MAGAP has room for greater participation and coordination in the project. For example, through its past and present strong presence in the target areas. By leveraging its already ongoing processes, knowledge and experience, it could be more proactive the participation of the MAGAP in the design and execution as regulator of the FS issues and as national counterpart of the WFP.
- The decisions of the CT should have greater consideration in the decision making process of the CDN.
- All the stakeholders should know or be involved in all components of the Project.

3. Crosscutting elements -5 recommendations-

3.1 Gender

Recommendations for CDN, CT, management

1. Gender is a pillar of the project and one of the key added values of the project and must be better mainstreamed at all levels, from the CDN level to the beneficiaries. It should be better defined and articulated in its implications and the place of gender in the project in each of the international, national, management, coordination, technical levels and beneficiaries. A clear commitment to gender is especially key at CDN and CT levels.

2. If it is not possible to have resources dedicated exclusively to gender, the approach of having focal points in each of the levels of work -international, national, local and beneficiary levels- could be successful.

3. Collaboration is necessary between UN Women and the FORECCSA project to be implemented as a priority and to be maintained over time.

4. The project should have a crosscutting and sectoral integration. Sectoral integration would benefit from the inclusion of an on gender outcome