



Regional Programmatic Approach on Climate Action (RPACA)

Annex 11: Monitoring and Evaluation

August 2026

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Acronyms

AMA	Accreditation Master Agreement
APR	Annual Progress Report
CNA	Capacity Needs Assessment
DMCs	(ADB) Developing Member Country
DMF	Design and monitoring framework
DQA	Data quality assessments
FAA	Funded Activity Agreement
GEDSI	Gender Equality, Disability, and Social Inclusion
GMIS	Management Information System
IRMF	Integrated Results Management Framework
M&E	Monitoring and evaluation
MDB	Multilateral development banks
MSMEs	Medium, Small and Micro-Enterprises
NAP	National Adaptation Plan
NDA	Nationally Designated Authority
NDC	Nationally Determined Contribution
OSFG	(ADB's) Office of Safeguards
PCR	Project Completion Report
PFM	Public Financial Management
PICs	Pacific Island Country
PMU	Program Management Unit
QA	Quality assurance
RAP	RPACA Advisory Panel
RPACA	Regional Programmatic Approach on Climate Action
RSC	RPACA Steering Committee
SIDS	Small Island Developing State
TOC	Theory of Change

1 Introduction

A. Program Overview

The Regional Programmatic Approach on Climate Action (RPACA) programme will provide an integrated, science-led response to escalating climate risks across the Pacific. It aligns with Pacific leaders' vision under the 2050 Strategy for the Blue Pacific Continent and the Framework for Resilient Development in the Pacific, aiming to place the region on a long-term, resilient development pathway. RPACA's rationale is grounded in the recognition that climate change in the Pacific represents a systemic and transformational challenge. Previous approaches - climate-proofing individual infrastructure projects or delivering stand-alone adaptation pilots - are increasingly falling short in terms of scale, pace, and the interconnected nature of risks. RPACA therefore adopts a programmatic, multi-country, multi-sector approach that integrates climate risk analysis, investment, institutional reform, and capacity building.

RPACA is a multi-country, multi-sector initiative designed to strengthen resilience across Pacific Island Countries (PICs). It responds to the region's urgent need for adaptation measures that are inclusive, practical, and sustainable. Initially, the proposed programme is financed by the Green Climate Fund (GCF), the Asian Development Bank (ADB), the Pacific Community (SPC) and the Secretariat of the Pacific Regional Environment Programme (SPREP). RPACA includes a collaboration of 14 countries and is viewed as a significant step in the PICs mobilizing a response at scale to the impacts of climate change. The RPACA development process actively engaged GCF National Designated Authorities (led by Palau and the Cook Islands), ensuring strong country ownership.

RPACA is to be operationalized through the strategic integration of four Components (see Figure 1). Component 1 establishes the enabling environment — notably strengthening public financial management, embedding climate risk analytics into planning systems, and developing a pipeline of bankable, risk-informed investments supported by innovative financial instruments. Components 2, 3 and 4 translate this pipeline into climate-resilient infrastructure and development projects across key sectors, ensuring that all investments are derived from, and consistent with, risk-informed frameworks, adaptation criteria and financing structures developed upstream. This linkage works to ensure that infrastructure investments are not standalone assets but part of a continuously evolving system in which risk information, fiscal decision-making, and investment delivery are mutually reinforcing.

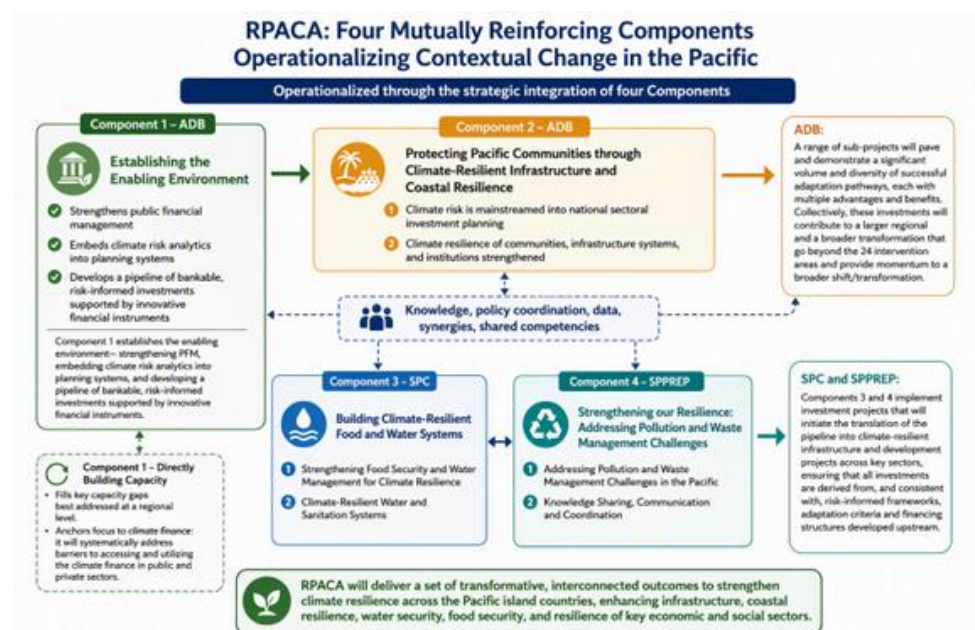


Figure 1: How RPACA's initial four components are to operationalize contextual change in the Pacific

The focus of Component 2 is the *transformation* of the approach to implementing infrastructure projects. Component 2 will demonstrate how to fully integrate proper climate assessments into the project cycle – starting with project identification and design. Component 2 will deliver up to 21 or more climate adaptation investments, providing both hard and soft deliverables. These investments, implemented as ‘sub-projects’ will cover a diverse range of sectors, countries, contexts.

ADB is requesting GCF support to Components 1 and 2. SPC and SPREP are requesting support to Components 3 and 4 respectively. The ADB funding proposal covers 14¹ countries and is the first of three coordinated and separate funding proposals to be submitted in sequence, from April 2026 leveraging shared programmatic vision, documentation to streamline applications to the GCF.²

B. Purpose

This monitoring and evaluation (M&E) plan provides an operational framework guiding on what will be measured, why there is a need for it to be measured, how measuring will be done, who will be responsible, and when to expect accomplishments of key performance indicators. It applies to RPACA Components 1 and 2. It provides comprehensive guidance for both program and project managers, implementers, partners, and other relevant stakeholders. At the GCF global program level, it illustrates the results architecture and maps out the result areas where the program is expected to contribute, and guides stakeholders in demonstrating evidence on the progress and lessons across the different pathways of change. At the level of RPACA Components 1 and 2, it outlines the detailed processes and requirements to ensure alignment of contributions to the program’s result areas and consistency of tools, practices, and systems to facilitate efficient and quality aggregation of results across levels of implementation.

¹ Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Republic of Marshall Islands, Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu

² The overall RPACA will include ADB, SPC and SPREP as GCF Accredited Entities. For the avoidance of doubt, this Funding Proposal is only related to the activities to be undertaken by ADB, as AE.

2 Planning and Design Phase – Constructing the Results and Indicator Framework

This section outlines the program's Theory of Change (TOC), its alignment to the GCF results framework, and the corresponding results and indicators. It then describes how the program's ADB's results framework – the design and monitoring framework (DMF) – was assembled and its relationship to the Theory of Change. It then provides, in table form, information on the indicators, targets, milestones, data sources and collection methods for all indicators. The focus is on Components 1 and 2.

2.1 RPACA Theory of Change

RPACA's TOC (Annex 23) is built on the RPACA results architecture, which, in line with GCF results frameworks, comprises four components: (i) paradigm shift potential, (ii) adaptation, (iii) enabling environment, and (iv) projects and programs. At the fund level (i.e., GCF-level portfolio), GCF outlines pre-determined result areas (e.g., adaptation and mitigation), and these guide RPACA, and RPACA aligns its respective contributions to the result areas. At the GCF program level, it adopts GCF's definition of a paradigm shift potential that is measured by scale, replicability, and sustainability (Green Climate Fund, 2022). These are subject to interim and final evaluations.

RPACA is an adaptation program and exclusively adopts GCF's core adaptation indicators. "Core Indicator 2: Direct and indirect beneficiaries reached", "Core Indicator 3: Value of physical assets made more resilient to the effects of climate change", and "Core Indicator 4: Hectares of natural resources brought under improved climate resilient management practice" are the most applicable indicators, as well as their selected Supplementary Indicators. The selected core and supplementary indicators have guided the design of systems, tools, and processes necessary to capture and aggregate these data at the program level.

RPACA also adopts all of GCF's core enabling environment indicators. These are subject to interim and final evaluations.

RPACA also generates considerable economic, ecological, and social co-benefits. These are also illustrated in the Theory of Change and are to be monitored.

The RPACA program-specific outcomes, outputs, and activities are developed based on the identified barriers and gaps that the program intends to fill in to unlock the intended results. These are divided into, albeit interconnected, two components. Component 1 focuses on expanding access to climate finance. Component 2 focuses on the development of climate-resilient infrastructure.

2.2 ADB Design and Monitoring Framework

The Design and Monitoring Framework (DMF) is the main tool used by ADB in managing development results at the program and project level. The DMF is the core element of ADB's program/project performance management system. It captures critical information about the program/project in a matrix which contains the following components:

- (i) the results chain, including the inputs, or main resources; the activities or groups of tasks; the outputs delivered by the program/project; and the outcome it will achieve;
- (ii) performance indicators for measuring results achievement, targets to be achieved, and a baseline of current performance;
- (iii) data sources and reporting mechanisms for each indicator; and
- (iv) the risks that act against results achievement, and critical assumptions that underlie the results chain.

2.3 Sub-Project Monitoring

As mentioned above, Component 2 will deliver up to 21 climate adaptation investments, each providing both hard and soft deliverables. These investments are to be implemented as 'sub-projects'. There are also 5 sub-projects to be implemented under Output Each sub-project is implemented in single country with national implementation arrangements. Each sub-project will have its own governance system, implementation arrangements, financial arrangements and monitoring system. Each sub-project's monitoring system will be fully aligned to the overall RPACA monitoring framework. Each sub-project's monitoring will be financed by the ADB contribution to the sub-project as part of the co-financing.

This current document does not set out the details of the sub-project monitoring frameworks - they are each to be developed by the concerned sub-project teams. Each sub-project will have its own DMF, linked to the overall RPACA monitoring framework and DMF. Data from sub-projects will feed into RPACA monitoring.

2.4 Results and indicator frameworks

Based on the GCF corporate results framework and the ADB DMF, the comprehensive logframe has been developed. The logframe provides descriptions, indicators, data sources, etc for each of the following:

- RPACA contributions to GCF the Corporate Paradigm Shift Dimensions.
- RPACA contributions to GCF Corporate Result Areas.
- RPACA contributions to GCF Corporate Outcome Enabling Environment Results.
- RPACA Program level results and indicators.
- Detailed description of proposed RPACA activities.

These are all presented in the Section E of the Funding Proposal.

2.5 Selecting Indicators and Targets for GCF Corporate Adaptation Results Areas

The program is designed to contribute to the following Corporate Outcome Results areas:

- ARA1: Most vulnerable people and communities;
- ARA2: Health, well-being, food and water security;
- ARA3: Infrastructure and built environment;
- ARA4: Ecosystems and ecosystem services

Each of these has an associated set of core and supplementary indicators, which are designed to measure progress in terms of actual adaptation benefits. For example, an individual benefitting from capacity-building activities or policy-related processes does not qualify as an adaptation beneficiary unless there is a clear and evidence-based pathway demonstrating that the individual is expected to receive adaptation benefits directly.

All Outputs and activities under Components 1 and 2 were assessed to determine whether they contribute to one or more core or supplementary indicators. The finding is that all Sub-projects do contribute to one or more indicators, whereas other activities do not. That is, Outcome 1.2 and Output 2.1.2 do contribute to one or more core or supplementary indicators. However, Outcomes 1.1, 1.3 and Outputs 2.1.1 and 2.1.3 contribute to processes, capacity building and institutional strengthening and do not contribute to the core or supplementary indicators.

As a result, for the GCF Corporate adaptation results, the following indicators were selected for use:

- Core 2 Direct and indirect beneficiaries reached
- Supplementary 2.1 Beneficiaries (female/male) adopting improved and/or new climate resilient livelihood options (number of individuals)

- Supplementary 2.3 Beneficiaries (female/male) with more climate-resilient water security (number of individuals)
- Supplementary 2.4: Beneficiaries (female/male) covered by new or improved early warning systems
- Supplementary 2.5: Beneficiaries (female/male) adopting innovations that strengthen climate change resilience
- Supplementary 2.6 Beneficiaries (female/male) living in buildings that have increased resilience against climate hazards (number of individuals)
- Supplementary 2.7 Change in expected losses of lives due to the impact of extreme climate related disasters in the geographic area of the GCF intervention (number of individuals)
- Core 3 Value of physical assets made more resilient to the effects of climate change and/or more able to reduce GHG emissions
- Supplementary 3.1 Change in expected losses of economic assets due to the impact of extreme climate-related disasters in the geographic area of the GCF intervention (value in USD)
- Core 4 Hectares of natural resource areas brought under improved low emission and/or climate-resilient management practices
- Supplementary 4.1 Hectares of terrestrial forest, terrestrial non-forest, freshwater and coastal-marine areas brought under restoration and/or improved ecosystems

A final and mid-term target was determined for each of the above – see Annex 24, Estimation of Adaptation Beneficiaries, Section 3.1 for details of the methodology and the targets.

2.6 Selecting Indicators and Targets for the RPACA Programme Indicators

The standard ADB approach is used to determine RPACA Programme indicators. Two types of indicators are established:

- Numbers of beneficiaries. However, unlike GCF corporate, this includes individual project beneficiaries who do benefit from the Program but not in the form of increased resilience. The methodology and findings for this are set out in Annex 24, section 3.2.
- The selection of program-specific indicators is based on the objectives and activities intended to be achieved by the program, as outlined in Section B of the Funding Proposal. It followed the ADB and GCF guidelines, including the (i) adherence to the Specific, Measurable, Achievable, Relevant, and Time-bound (SMART) criteria; (ii) use of direct and proxy indicators whenever applicable; (iii) identification of data sources and data collection tools; (iv) provision of baseline data (if available) and setting targets; and (v) identification of assumptions and risks. Component 2 outcome indicators explicitly covered the resilience proxy indicators that are directly linked to the selected GCF supplementary indicators to further strengthen the results framework and linking beneficiary estimates to demonstrated adaptation outcomes.

2.7 Baseline Assessment

The indicator framework (see Section E of the Funding Proposal) is based on estimates at the time of preparing the RPACA. Given the programmatic nature of RPACA, it is not possible to clearly determine the indicator framework prior to RPACA approval. Hence, within the first two years, a comprehensive baseline assessment will be undertaken, covering all activities, Outputs and Outcomes, and notably determining the baseline values, mid-term and final targets for all indicators. The baseline assessment will include a robust sensitivity assessment reflecting programme uncertainties associated with the finalised project pipeline. The baseline assessment is covered by the AE agency fees.

2.8 Governance

At the regional level, RPACA Components 1 and 2 are governed by a RPACA Steering Committee (RSC), the RPACA Advisory Panel (RAP), ADB RPACA Secretariat or Program Management Unit (PMU) and the ADB Technical Working Group (see Funding Proposal, section B.4m for full details. Each sub-project will then have its own implementation arrangements.

3 Monitoring Phase

3.1 Data Collection

This refers to the regular and systematic process of gathering information on program indicators to track progress and inform decision-making. The following Table 1 describes the sources of data, the collection tools and frequency of data collection for all GCF corporate related indicators. From Table 1, it is clear that the monitoring activities of the 'sub-projects' will be a major data source for RPACA overall.

Table 1: Data collection for GCF Corporate Indicators – Paradigm Shift

Indicator	Data source	Data Collection Tool	Frequency
Paradigm Shift Indicators			
Scale	Feasibility Study (annex 2), annual Program progress reports, evaluation report, final outreach to partners.	Document Review	Mid-term and Final
Replicability	Feasibility Study (annex 2), annual Program progress reports, evaluation report, final outreach to partners.	Document Review	Mid-term and Final
Sustainability	Feasibility Study (annex 2), annual Program progress reports, evaluation report, final outreach to partners.	Document Review	Mid-term and Final
Core and Supplementary Indicators			
Core indicator 2: No. of direct and indirect beneficiaries reached.	Program Surveys, National or sub-national statistics	Government data, Document Review, Survey	Annual
Supplementary 2.1: Beneficiaries (female/male) adopting improved and/or new climate resilient livelihood options (number of individuals)	Program surveys, National statistics	Survey, Document Review	Annual
Supplementary 2.3: Beneficiaries (female/male) with more climate-resilient water security	Joint Monitoring Programme for Water Supply, Sanitation, and Hygiene (JMP) survey results, National surveys, Water company records	Survey, Document review	Annual

Supplementary 2.4: Beneficiaries (female/male) covered by new or improved early warning systems	Program monitoring data, National population statistics	Survey, Document review	Annual
Supplementary 2.5: Beneficiaries (female/male) adopting innovations that strengthen climate change resilience	Program surveys, National statistics	Survey, Document review	Annual
Supplementary 2.6 Beneficiaries (female/male) living in buildings that have increased resilience against climate hazards (number of individuals)	Program monitoring data; National population statistics	Government data, Document Review	Annual
Supplementary 2.7 Change in expected losses of lives due to the impact of extreme climate related disasters in the geographic area of the GCF intervention (number of individuals)	Historical data on losses of lives during previous disasters; Cost-benefit analysis; National population statistics	Document Review	Annual
Core indicator 3: Value of physical assets made more resilient to the effects of climate change	Program/project financial data from pre-feasibility studies; economic/financial analysis; technical needs assessment	Document Review	Annual
Supplementary 3.1 Change in expected losses of economic assets due to the impact of extreme climate-related disasters in the geographic area of the GCF intervention (value in USD)	Historical data on economic losses; Cost-benefit analysis; Measured impact on changes in economic losses	Modelling, Document Review	Annual
Core indicator 4: Hectares of natural resources brought under improved climate resilient management practice	Program monitoring data; national/regional GIS data	GIS data, Document Review	Annual
Supplementary 4.1: Hectares of terrestrial forest, terrestrial non-forest, freshwater and coastal marine areas brought under restoration and/or improved ecosystems	Program monitoring data; national/regional GIS data	GIS data, Document Review	Annual
Enabling Environment Indicators			
Core Indicator 5: Degree to which GCF investments contribute to strengthening institutional and regulatory frameworks for low emission climate-resilient development pathways in a country-driven manner	APR, Interim and Final Evaluation Reports	Document Review	Annual, Midterm, Final
Core Indicator 6: Degree to which GCF investments contribute to technology	APR, Interim and Final Evaluation Reports	Document Review	Annual, Midterm, Final

deployment, dissemination, development or transfer and innovation			
Core indicator 7: Degree to which GCF Investments contribute to market development/transformation at the sectoral, local, or national level	APR, Interim and Final Evaluation Reports	Document Review	Annual, Midterm, Final
Core indicator 8: Degree to which GCF investments contribute to effective knowledge generation and learning processes, and use of good practices, methodologies and standards	APR, Interim and Final Evaluation Reports	Document Review	Annual, Midterm, Final

3.2 Data Management

Data management refers to the systems, standards, and processes used to ensure that data collected for the RPACA program are accurate, complete, secure, and usable for monitoring, reporting, evaluation, and learning. RPACA will implement a program-wide approach that enables aggregation of results across countries and sub-projects while remaining aligned with ADB reporting requirements and Green Climate Fund (GCF) indicator definitions.

A program-level GCF Management Information System (GMIS) will serve as the central platform for storing, validating, and managing RPACA monitoring data. The GMIS will include modules for (i) structured indicator reporting (linked to the program results framework), (ii) document management for means of verification, and (iii) dashboards to support routine performance review. Where sub-projects rely on paper-based tools or external partner systems, data will be digitized using standard templates and uploaded to the GMIS according to agreed reporting cycles.

GHG emissions mitigation. For sub-projects with identifiable and quantifiable GHG mitigation co-benefits, the GMIS will include a GHG co-benefits record. Where applicable, the record will document: (i) baseline and project scenario assumptions; (ii) applied methodology and version; (iii) project boundary; (iv) commissioning and operating period; (v) monitored activity data; (vi) emission factors and underlying data assumptions/sources; (vii) estimated baseline, project and net emissions avoidance/reductions; (viii) cumulative reductions achieved; (ix) deviations from ex-ante estimates and explanations; and (x) supporting evidence and validation records.

3.3 Progress Tracking and Reporting

The RPACA will comply with all GCF reporting requirements as stipulated in the Funded Activity Agreement (FAA), including the Monitoring and Accountability Framework and relevant ADB policies. The key reporting outputs are:

Table 2: Reporting deliverables

Report Type	Frequency	Due Date	Audience / Purpose
Semi-Annual Progress Report	6-monthly (alternating with Annual report)	Within 45 days of each 6-month period end	ADB PMU / Internal coordination and adaptive management
Annual Performance Report (APR)	Annual	By 31 March each year (covering Jan–Dec)	GCF Secretariat — mandatory FAA requirement; tracks IRMF indicators

Inception Report (incl. confirmed baselines & targets)	Once	6 months post-effectiveness	GCF Secretariat; Program Steering Committee
Gender Action Plan Progress Report	Annual (embedded in APR)	Included in APR	ADB Gender team; GCF
Environmental and Social Monitoring Report	Annual (embedded in APR)	Included in APR	ADB OSFG; GCF
Final Evaluation	Once	10	GCF Secretariat; ADB; RPACA Steering Committee
Completion and Final Evaluation Report	Once	Within the first quarter of year 11	GCF Secretariat; ADB; RPACA Steering Committee
Financial Statements & Audit Report	Annual	Within 6 months of financial year-end	GCF Secretariat — mandatory

3.4 Adaptive Management

M&E findings will feed directly into adaptive management processes as follows:

- Semi-annual reports reviewed by PMU for operational adjustments within delegated authority;
- APRs reviewed by ADB and Program Steering Committee annually - major adaptive management triggers escalated to GCF Secretariat per the FAA;
- Mid-term evaluation findings used for potential program restructuring under GCF Policy on Restructuring and Cancellation;
- ADB's corporate risk management systems will apply risk-based monitoring to identify emerging issues requiring adaptive management.

4 Evaluation Phase

4.1 Program Evaluation

All RPACA activities and sub-projects with GCF funded activities will be subject to mid-term and final evaluations. As with the monitoring and reporting plan, the evaluation process will align both GCF and ADB policies to ensure a coherent, efficient, and comprehensive approach to evaluation implementation. The formulation of the detailed Evaluation Plan will be carried out as part of baseline study activities.

Program-level Mid-Term Review: It is recognized that evaluation activities at the project and program level will be guided by a distinct set of evaluation questions that reflect the differences in purpose, scope, and use of the evaluation outputs with distinct time-frames and levels of indicators to track progress. ADB will commission a mid-term review of the program to take stock of results and implementation of the first phase of investments under the program. It will assess the performance of the program against the GCF investment framework criteria, including financial/economic performances as part of the program efficiency and effectiveness criterion. In addition to determining overall progress being made toward the achievement of outcomes and outputs and the identification of course correction if needed, there will be a particular orientation towards evaluating processes and include an assessment of the governance and management structures. This program-level evaluation will be undertaken by an independent entity and coordinated by the PMU and will include a range of appropriate quantitative and qualitative research methods such as surveys, and key informant interviews. Recommendations of the mid-term review will be incorporated into the design of the program to secure maximum results and sustainability during subsequent program implementation.

At the end of the funding period, ADB will commission a final evaluation of the RPACA program. This independent evaluation will be outcome focused, as opposed to the more process orientated mid-term review. The focus will be on the effectiveness of the programme as a whole and will seek to test the extent to which the components that make up the programme have been successful in meeting the ambition of the programme in terms of delivering results, not just to directly to people at risk from climate extremes but also in terms of informing broader policy and institutional change at the national/ system-level. Possible questions, amongst others, that will guide the activity are:

1. What evidence is there that RPACA, operationalised through Components 1 and 2, has delivered resilience strengthening results at the transformative level?
2. Which components have delivered results, and is there evidence of 'synergies' between the components that means that RPACA as a programme is 'greater than the sum of its parts'?

4.2 Sub-Project Evaluation

Each sub-project will be evaluated subject to ADB policy and procedures and in line with GCF M+E policy. Further, each sub-projects evaluations will be aligned to and supportive of the overall RPACA evaluation framework.

Sub-project Mid-Term Review: The RPACA Project Management Unit will be responsible for overseeing the Mid-Term Review and Final Evaluation of the GCF funded activities. The PMU will coordinate and oversee the process of hiring external, independent entities or consultants to carry out the Mid-Term Reviews of sub-projects, which will provide an assessment of Sub-project performance at the Sub-project's mid-point. This will be a formative exercise and will be explanatory in nature, and include analyzing whether the project is on track, what problems and challenges the Sub-project is encountering, and what corrective actions are required so that the Sub-project can achieve its intended outcomes by Sub-project completion in the most efficient and sustainable way. This will be undertaken as part of the realist evaluation approach. All evaluations will be planned and conducted in ways that enhance the likely utilization of both the findings and of the process itself to inform decisions and improve performance.

Sub- Project-level Final Evaluations: An independent evaluation validation exercise will take place at the end of each project implementation period, according to ADB and GCF established policies. ADB project teams will be responsible for the preparation of project completion reports (PCR) which provide a self-evaluation of project performance. ADB's Independent Evaluation Office will be responsible for validating the PCR ratings and will liaise with the PMU throughout the process. An independent validation of project performance against standard evaluation criteria (e.g., strategic relevance, effectiveness, efficiency, likelihood of impact and sustainability) will be made based on documentary evidence, stakeholder interviews and, in most cases, a field mission. The PCRs and validation reports will be publicly disclosed.

4.3 Program Evaluation Design

The program adheres to GCF's Evaluation Policy and Standards, and the Monitoring and Accountability Framework. With this, it will commission independent interim and final evaluations, during the midterm and end of program implementation. The scope of the said evaluations will cover both the entire program. The specific timeline for the conduct of these evaluations will largely depend on or will be finalized during the signing or effectivity of the FAA. The budget for interim and final evaluations will be charged to AE fee.

Table 3: Evaluation schedule

Evaluation		
Type	Timing	Independent/Self-evaluation
Formative	Mid-term	Independent
Summative	Final	Independent

In addition to the standard routine monitoring and reporting activities, the following evaluative activities will be conducted to support the interim and final evaluations:

- (i) **Baseline and endline surveys** will be conducted within the first and last 12 months of each sub-project implementation to further refine targets for the approved projects. These activities are beneficial for the program and will contribute to the following areas: (1) informed decision making as it will enable program managers and implementers on factual and updated information; (2) clear measurement of impact as it will help in the determination of attributions or contributions to observed changes; (3) adaptive management, as it will inform course correction at the early stage of program implementation, especially resulting from baseline surveys; (4) credible reporting; and (5) equity and inclusion, as it will contribute to the disaggregation of data to assess impact on specific vulnerable groups.
- (ii) **Data quality assessments** will be conducted at least once every two years during program implementation to ensure the credibility, reliability, and usability of monitoring data. These assessments will examine core data quality dimensions, including accuracy, completeness, consistency, timeliness, and integrity, in line with established and program-defined standards. The PMU and PIU M&E focal points will work closely with counterparts from executing and implementing agencies to facilitate the timely planning and execution of DQAs. Findings and recommendations from the assessments will be systematically documented and used to inform capacity-strengthening efforts, refine monitoring systems, and support continuous performance improvement. Where relevant, corrective action plans will be developed and tracked to ensure data quality gaps are addressed in a timely and transparent manner.

4.4 Management Response and Follow-Up

The program adopts the GCF's template on the "Management Response and Action Plan", which will also be submitted to the GCF, based on the results of interim and final evaluations. The template covers dimensions of each recommendation resulting from the conducted evaluations, such as the (i) program/project outcome, output, or activity to which the recommendation is relevant, (ii) responsibility for implementation, (iii) management response, (iv) explanation for management response, (v) key

actions, (vi) intended results for key actions, (vii) priority level of implementation, (viii) timeframe for implementation, (ix) status, and (x) timetable for periodic review.

5 Learning and Knowledge Use

5.1 Lessons Learned Extraction

Capturing lessons from both successes and failures is a critical step in strengthening program effectiveness. The program will systematically review monitoring data, evaluation findings, and stakeholder feedback to identify what worked well, what didn't, and why. It will document these insights in a structured and accessible format—such as learning logs or after-action reviews—so they can be referenced in future planning and implementation. The goal is not only to recognize achievements but also to acknowledge gaps and challenges in order to foster a culture of continuous learning and improvement.

5.2 Knowledge Sharing

Effective knowledge use depends on proactive dissemination strategies that reach the right audiences. The program will tailor knowledge products such as briefs, learning notes, presentations, and blogs, to the needs of different stakeholders, including program teams, partners, and policymakers. It will facilitate regular learning events—such as workshops, peer learning sessions, and technical forums—to create opportunities for dialogue, knowledge exchange, and possible replication of good practices.

5.3 Program Improvements

The program will maximize the insights generated through monitoring and evaluation in decision-making processes to enhance the relevance, effectiveness, and efficiency of its operations. This means integrating evidence into planning reviews, strategic discussions, and policy dialogues. Adaptive adjustments will be undertaken if warranted by credible data and lessons learned. This evidence-driven approach ensures that the program remains responsive to changing contexts and contributes more meaningfully to development outcomes.

6 Institutional and Capacity Support

Effective implementation of the RPACA M&E Plan requires sustained institutional support across all levels of the program architecture — from the ADB PMU to national executing agencies. This section outlines the arrangements for building M&E capacity, engaging stakeholders in monitoring and learning processes, and ensuring quality assurance and oversight of the M&E system throughout the programme lifetime.

6.1 Capacity Building

Strengthening the M&E capacity of national executing entities and government counterparts is a precondition for the reliability of the M&E system as a whole. Recognizing that limited national M&E capacity is one of the highest-rated risks to program monitoring, ADB will invest systematically in capacity building from the inception phase onwards.

National M&E Capacity Assessment

The PMU will deliver a structured capacity building program comprising:

- A regional M&E induction workshop for all National Executing/Implementing Agency staff at the start of the program, covering GCF IRMF indicators, the MIS, data collection protocols, and reporting templates
- Annual refresher workshops and peer-learning exchanges, rotating across participating DMCs to build regional communities of practice
- Targeted training on gender-responsive M&E, including how to design and administer sex-disaggregated surveys and focus group discussions with women's groups and marginalized communities
- Support for national executing entities to integrate RPACA monitoring requirements into project performance monitoring systems.

Embedding M&E in Program Culture

Beyond formal training, the PMU will foster a program culture in which M&E is understood as a management and learning tool rather than a compliance exercise. This will be reinforced through: (i) including M&E agenda items in all program coordination meetings; (ii) recognizing high-quality national M&E performance in annual program reviews; and (iv) ensuring that adaptive management decisions visibly draw on M&E evidence, demonstrating the practical value of the system to project staff.

6.2 Stakeholder Engagement

The RPACA M&E system is designed to be participatory and inclusive, reflecting the program's commitment to country ownership and gender equality. Table 4 summarizes the roles of program stakeholders in M+E.

Program Governance Level

The RPACA Steering Committee (RSC), which includes NDA Representatives will review M&E findings at its annual meetings and provide strategic guidance on program direction. M&E data — including APR findings, evaluation results, and emerging risks — will be presented to the PSC in accessible summary formats designed to support evidence-based decision-making rather than technical reporting compliance. The PSC will have formal responsibility for endorsing major adaptive management decisions triggered by M&E findings.

National Implementation Level

ADB will engage National Designated Authorities (NDAs) in each DMC on an annual basis to ensure alignment between RPACA M&E findings and national climate reporting processes, including Nationally Determined Contribution (NDC) tracking and National Adaptation Plan (NAP) monitoring. Where RPACA indicators can contribute to national climate MRV systems, the program will actively support such integration.

Table 4: Summarizing M+E roles and responsibilities of project stakeholders

Stakeholder	Responsibilities
Accredited Entities (AEs)	• Lead the development of TOR for interim and final evaluations, ensuring that all IRMF-related requirements (and those within legal agreements between the AE and the GCF) are incorporated. • Ensure that the TOR applies the evaluation criteria and upholds the evaluation principles as required by the GCF Evaluation Policy. • Consult relevant stakeholders such as EEs, NDAs and beneficiaries, where relevant, in developing the TOR. • Consult and invite inputs on TOR from GCF Secretariat • Commission and manage interim and final evaluations, including management of evaluators. • Participation in interim and final evaluation processes.
Executing Entities	• Participation in interim and final evaluation processes
GCF Secretariat	• Review and clearance of interim and final evaluations, including paradigm shift scorecard assessments. • Portfolio-wide analysis of paradigm shift scorecard data. • Reporting of paradigm shift scorecard data to GCF Board where relevant
Evaluators	• Once commissioned, refine the Evaluation Questions in the TOR. • Undertake paradigm shift scorecard assessment, as part of broader evaluation process (interim and final evaluations) • Undertake enabling environment scorecard assessments, as part of broader evaluation process (interim and final evaluations). • Review / validation that agreed IRMF-related monitoring methodologies and processes
Beneficiaries/Program/Project stakeholders	• Participation in interim and final evaluation processes
National government and agencies	• Participation in interim and final evaluation processes.

6.3 Quality Assurance and Oversight

The credibility of the RPACA M&E system depends on the consistent application of quality assurance (QA) processes at every stage of the data lifecycle — from collection through to reporting and evaluation. ADB, as the GCF Accredited Entity, holds ultimate responsibility for the quality and integrity of all M&E data submitted to GCF and bears this responsibility seriously given ADB's institutional obligations under the Accreditation Master Agreement (AMA).

Data Quality Assurance

The PMU will implement a tiered data quality assurance process:

- *National level:* Executing entity M&E staff will review and sign off on all quarterly data submissions before transmission to the PMU, confirming data completeness, consistency with previous reporting periods, and absence of obvious anomalies
- *PMU level:* The PMU M&E Specialist will conduct a systematic data quality review of all national submissions, including automated validation checks within the MIS, cross-checking of indicator data against supporting evidence (e.g., training attendance registers, land registration records, financial disbursement data), and comparison with prior reporting periods to identify unexplained variations

An annual Data Quality Audit will be conducted by the PMU, with findings reported to the Program Steering Committee and included in the APR. Where systemic data quality issues are identified in a particular DMC, the PMU will work with the relevant national M&E Coordinator to develop and implement a corrective action plan.

7 Monitoring And Evaluation Approach

Component 2

All monitoring under Component 2 and Output 1.2.1 will be covered under the costs of the sub-projects. And covered by the ADB contribution to the sub-projects. No costs to GCF. This will essentially be full monitoring and evaluation in line with ADB Evaluation Policy.

Component 1 (excluding Output 1.2.1 and Overall (Components 1 and 2))

Oversight of M+E will be provided by the PMU with the part time inputs of one international and one national consultant.

The principal tasks for M+E will be provided by a service provider hired through a competitive process (see details in Table 5). The costs of monitoring and evaluating Component 1 and overall Components 1 and 2 will be covered by ADB and GCF.

ADB will contribute to the above through its ongoing TA program, but this will not be considered official co-financing. ADB commits to ensuring all monitoring and evaluation needs are met, and to providing any additional finance as required.

The total GCF contribution to monitoring and evaluating Component 1 and overall Components 1 and 2 is set out in the following table:

Further details on the scope of the Professional Services are provided in the following table:

Table 5: Details of professional services to be provided by service provider

Task	Scope
1. M&E Framework Operationalization	Develop detailed M&E manual, indicator protocols, reporting templates, baseline surveys, beneficiary tracking systems, and country-level reporting arrangements for all RPACA outcomes and outputs.
2. Annual Results Monitoring and Indicator Verification	Support collection and validation of all outcome and output indicators, including PFM reforms, financial-sector indicators, MSME finance, infrastructure progress, institutional strengthening, assess GESI reports, and all sub-project reports, including for co-benefits. Annual missions and remote monitoring. • Collect annual progress data from participating PICs. • Verify climate finance, PFM, financial-sector, and institutional indicators. • Maintain central RPACA results database. • Draft semi-annual and annual monitoring reports.
3. Infrastructure and Adaptation Benefits Monitoring	Verify adaptation results from subprojects, beneficiary counts, asset resilience values, livelihood impacts, infrastructure functionality, and climate adaptation benefits. Includes field visits, geotagged evidence, and engineering verification.

Task	Scope
	• Field verification of adaptation infrastructure. • Beneficiary surveys. • Verification of adaptation benefits and resilience outcomes. • Monitoring of economic, social, and environmental co-benefits.
4. Learning, Knowledge Management and Outcomes Assessment	Report production and communications

8 Monitoring and Evaluation of all Four RPACA Components

As mentioned previously, RPACA is composed of four components, and this Annex relates to only RPACA and Components 1 and 2. RPACA Components 3 and 4 are planned to come on-line approximately 12-18 months later than the RPACA ADB program. Whereas the details of multi-component MEL can only be developed at a later stage, the overall approach is already established, and the approach to MEL under components 1 and 2 is fully aligned and designed to facilitate later four-component MEL.

At the four-component program level, monitoring, evaluation and reporting for RPACA will be coordinated through a programme-wide MEL framework that sits above the four Components and provides a common results architecture, reporting system and governance arrangement. As the SPC and SPREP programs start-up, the ADB RPACA Secretariat (or PMU), working closely with SPC, SPREP and participating governments, will take lead collaboration in consolidating results, maintaining quality assurance standards, coordinating reporting schedules and ensuring compliance with GCF monitoring and reporting requirements. The Regional Steering Committee will review reporting, and as necessary, joint implementation reviews and annual learning events will be used to review progress, identify implementation challenges, and share lessons across countries and sectors, reinforcing the collaborative arrangements already embedded within the RPACA partnership model.

To ensure alignment and aggregation of results, all Components are being mapped to a single programme-level theory of change and results framework drawing from the standardized GCF indicators, definitions, baselines, and methodologies. While each Component may maintain component-specific indicators reflecting its particular objectives and delivery modalities, these where necessary are designed to roll up into a common programme level. Standardized indicator guidance, data collection protocols, and reporting templates will be adopted across all implementing partners to ensure that results generated under different sectors, countries and delivery mechanisms remain comparable and can be aggregated at the regional level.

The phased implementation of Components 3 and 4 is also accommodated through the modular standardized GCF results framework, whereby additional investments and beneficiaries will be incorporated into the same programme-wide monitoring system as they become operational.

Beyond accountability, the monitoring system will also function as a mechanism for adaptive management and continuous improvement. Data, lessons learned and evidence generated through Components 2, 3 and 4 should be systematically fed back into Component 1 processes related to climate risk analytics, public financial management and investment pipeline development, creating a virtuous cycle of learning and investment refinement. Periodic portfolio-level evaluations, cross-component thematic studies, and knowledge products should be undertaken to capture cumulative adaptation benefits, identify successful approaches for replication, and demonstrate the added value of RPACA's integrated regional design. This approach would enable the programme to report not only on the performance of individual components, but also on the collective resilience outcomes and transformational impacts achieved through the coordinated efforts of all partners across the Pacific region.

9 References

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Global Evaluation Initiative. (2022). MESA: Diagnostic Tool for Monitoring and Evaluation Systems Analysis.

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