

**Report for the Final Evaluation of  
UNDP Future Tourism Project: Rethinking Tourism  
and MSMEs in times of COVID-19**

**Submitted to: UNDP Multi-Country Office in Barbados**

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## **Acknowledgements**

The Evaluation Consultant would like to express profound gratitude to UNDP's Project Implementation Team in Barbados, which provided facilitation services to support the remote evaluation exercise, including making contact with the project's national focal points in each country, the implementing and financing partners (The University of the West Indies Open Campus, Frankfurt School of Finance and Management and the Caribbean Development Bank), providing project documentation, and giving feedback on the Inception Report and Draft Evaluation Report. In this respect, Ms. Sacha Lindo and Mr. Miguel Guirao get special mention.

## List of Acronyms

BAP	Business Adaptation Program
BIP	Business Improvement Plan
CDB	Caribbean Development Bank
CTO	Caribbean Tourism Organization
DIM	Direct Implemented Modality
FS	Frankfurt School of Finance & Management
GDP	Gross Domestic Product
ILO	International Labour Organization
IP	Implementing Partner
IRRF	Integrated Results and Resources Framework
IsraAid	Israel Aid
JBDC	Jamaica Business Development Corporation
M&E	Monitoring and Evaluation
MCO	UNDP's Multi-Country Office in Barbados
MSMEs	Micro, Small and Medium Enterprises
NIM	National Implementation Modality
OAS	Organization of American States
OC	Open Campus (of the UWI)
OMM	Outcome Mapping Methodology
RBM	Results Based Management
RRFUNDP's	Rapid Response Facility
SBDC	Small Business Development Centre
SDGs	Sustainable Development Goals
SIDS	Small Island Developing States
SMART	Specific, Measurable, Attainable, Realistic and Time Bound Indicators
ToT	Training of Trainers
UNDP	United Nations Development Program
UWIOC	The University of West Indies Open Campus

## Executive Summary

### **Final Evaluation of the UNDP Future Tourism Project: Rethinking Tourism and MSMEs in times of COVID-19**

The majority of the project's expected results have been achieved or exceeded and have contributed significantly toward the achievement of the planned results at the output level, although there is some uncertainty about the sustainability of the initiatives. Project management has been highly diligent in work planning, coordination, oversight and reporting, and delivering results with very good value for money by recruiting experts and partners to implement specific components. The entire project team was also very creative in making adaptive responses to implementation challenges related to COVID travel restrictions and face-to-face meetings.

The project was implemented efficiently, with cost savings invested back into activities for additional training of MSMEs and training of trainers. And the entire budget of 1,883,400 was expended within the 18 month timeframe (US\$1,500,000 provided by UNDP and US\$383,400 by the Caribbean Development Bank). However, there were delays by some governments in the onward processing of grants to MSMEs.

The training courses that were developed for MSMEs showed greater than expected results, and the project can build on these achievements by expanding the training to a greater number of MSMEs and in other sectors. Considering the potential for deepening the results and expanding the benefits to other MSMEs in other sectors of the economy, there is a strong case to be made for extending and expanding the project through a second phase.

The urgent nature of project design and implementation approach has left some lingering questions and unfinished business that needs to be resolved. For example, there are uncertainties surrounding the receptivity of the regional policy dialogues (Output 1) and the ownership of the capacity building elements that were meant to strengthen the business practices of MSMEs (Output 2). Also, it is clear that MSMEs in the Eastern Caribbean need ongoing support and assistance in a full range of areas.

The evaluation is suggesting that because the project was designed as an emergency relief effort, few provisions were made to sustain the long-term financial, institutional and socio-economic results of the project. Through a proposed second phase, there will be a greater need to focus on tracking the achievements at the outcome levels, as proposed in UWIOC's Outcome Mapping methodology. This will involve more detailed investigations so that the knowledge and information from Output 1 can be used to implement evidence-based and policy-driven programming. In addition, national and regional stakeholders need to be given the opportunity to transfer responsibility from the project team to ensure that the benefits continue to flow to the MSME beneficiaries identified in the design phase (government departments, SBDCs, etc.).

## **The Evaluation presents the following Recommendations**

1. UNDP and CDB should initiate a project extension or develop a new project that extends and expands the training and capacity building benefits to MSMEs in other sectors of the economy, such as agriculture.
2. UNDP should follow-up with targeted in-depth meetings with senior government officials and financial institutions to determine what policy changes will be made for tourism sector recovery and access to finance for MSMEs.
3. UNDP should share the results of the country-specific training and capacity development needs assessments with National governments and encourage the ministries responsible for small business to take ownership of the follow-up actions needed to address the gaps.
4. UWI Open Campus and UNDP should undertake a follow-up survey of MSMEs initially enrolled in the Future Tourism training programs to find out why so many participants dropped out.
5. The M&E Monitoring Plan should be updated to track the project's outcome levels results, including the actions, influence and potential results of the Boundary and Strategic Partners (governments, financial institutions, SBDCs, tourism marketing organizations, etc.).
6. UNDP and UWIOC should explore the possibilities of supporting the establishment of a sub-regional MSME Centre that can provide business support services, financing and research capabilities for the benefit of MSMEs in the Eastern Caribbean.

## 1. INTRODUCTION

The purpose of this evaluation is to review the progress, implementation challenges and performance of UNDP's **Future Tourism Project: Rethinking Tourism and MSMEs in times of COVID-19** in accordance with the Terms of Reference<sup>1</sup> provided by UNDP and in conformance with evaluation requirements of the project documents and the project evaluation standards and processes of UNDP. The remote evaluation exercise took place in June and July 2022. The Final Evaluation Report is intended to identify the outputs produced by the project and the contributions to results at the outcome level, including any positive or negative changes and unexpected results. The report is also intended to identify the key lessons learned and best practices and provide concrete recommendations for the Implementing and Financing Partners, the Project Board and UNDP's Project Implementation Team.

## 2. PROJECT DESCRIPTION and DEVELOPMENT CONTEXT

The **Future Tourism** project was launched in January 2021 with funding of US\$1,500,000 provided by UNDP and the Caribbean Development Bank (US\$383,400)<sup>2</sup>. The project was designed to enhance resilience in the socio-economically important tourism sector by providing technical and financial support to Micro, Small and Medium Enterprises (MSMEs) that have been significantly impacted by the COVID-19 pandemic in ten (10) countries and territories in the Eastern Caribbean: Anguilla, Antigua & Barbuda, Barbados, British Virgin Islands, Dominica, Grenada, Montserrat, Saint Kitts & Nevis, Saint Lucia and Saint Vincent & the Grenadines.<sup>3</sup>

The project was implemented directly by UNDP in Barbados with technical support provided by various regional organizations and tourism experts in Output 1 and Implementing Partners (the University of West Indies Open Campus and the Frankfurt School of Finance & Management) in Outputs 2 and 3. UNDP's project implementation team is based at the Multi-Country Office in Barbados, assisted by national focal points based in each of the beneficiary countries (comprising representatives of the Ministries of Tourism or Finance and Development) who provide a coordinating role for activities in each country.

The **Ultimate Outcome** of the project is to: *assist the different actors in the tourism sector with adapting to a rapidly changing and evolving situation with emphasis on the tourism sector*<sup>4</sup>. This is being pursued through three (3) Outputs:

***Output 1: Policy solutions for the Tourism Sector Enhanced through Sub-regional and national diagnostics using consultative and participatory approaches***

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1 See Annex 1 for ToR for the Evaluation

2 At the time when Future Tourism was launched in January 2021, UNDP was the only funding agency. The CDB's contribution (USD 383,400) was raised at the end of 2021 during implementation.

3 FUT- Tourism Project Proposal: RFF Second phase of UNDP Covid-19 Response, 28 September 2020, and ToR for the Evaluation

4 It should be noted that there are different ultimate outcome statements in the project documents, and the one quoted here is more of an activity rather than a description of an end result. Elsewhere in the project documentation the ultimate outcome is described as "*resilient recovery and continued operations of the MSMEs in response to the Covid pandemic*", which is a more definitive description of an end result.



*This output is designed to develop or enhance country-specific diagnostics in at least five (5) countries or territories, and one (1) sub-regional analysis covering the ten (10) countries and territories in the Eastern Caribbean.*

**Output 2: Technical support for MSME retooling and access to markets within tourism value chains**

*This output focuses on the development of environmentally sustainable value chains with an inclusive business approach where MSMEs, women-owned businesses, producers associations and cooperatives are included either as suppliers, manufacturers, distributors and/or commercial channels.*

**Output 3: Financial assistance for the economic recovery of MSMEs affected by the impact of COVID-19**

*This output is designed to boost the recovery of value chains by providing direct grants to MSMEs in an attempt to refocus their business model on a domestic and regional consumer base.*

To quickly alleviate the devastating impact of COVID-19 on the tourism sector in early 2020, the UNDP office in Barbados and the Eastern Caribbean developed an innovative approach to providing support to Caribbean governments and MSMEs, which focused on assisting MSMEs to transition from an in-person business model to a virtual type of business model through several economic transformation and recovery initiatives. MSMEs in four (4) countries and territories in the Eastern Caribbean (Barbados, the British Virgin Islands, Montserrat, and Grenada) were provided with support through COVID-19 assistance grants. The grants were designed to assist MSMEs to implement Business Improvement Plans (BIPs) to overcome the crisis in ways that were specific to the needs of particular countries. At the time, posts on the UNDP Barbados Facebook page in October 2020 provide some insight into the issues that were being experienced by SIDS in the Caribbean, along with some suggested solutions: “SIDS face unique challenges which make it difficult to mobilize resources to establish its digital economy.... Collaboration across sectors is key to implementing digital strategies, digitizing operations and leveraging innovation to offer digital services In most countries”.<sup>5</sup>

Project efforts included supporting MSMEs in the tourism sector, with the exception of Montserrat, where support was focused on the agricultural sector. Similarly, other initiatives were launched that recognized the importance of MSMEs for providing employment and income and contribution to gross domestic product (GDP), which attempted to encourage the uptake of digitization, community-based tourism, women entrepreneurship and others. Governments and UN agencies chimed in offering support and encouragement. The table in Annex 6 outlines some of the initiatives that UNDP Barbados was funding as a way of contributing to the COVID recovery efforts in the Eastern Caribbean region.<sup>6</sup>

The Future Tourism project was designed on the lessons learned from these previous MSME support initiatives, which provided the basis for assessing the needs of MSMEs and priorities and preferences of governments in the region. In addition, lessons learned from a similar MSME support project in Ecuador were used as a methodology for the Future Tourism project.

Because of the urgency of the situation, the Future Tourism project was fast-tracked through a quick design process under the UNDP Rapid Financing Facility (RFF), which allowed for rapid implementation. This quick

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5 UNDP Barbados and the Eastern Caribbean Facebook posts in October 28, 2020, posted by Helen Gradstein from the UN Capital Development Fund

6 Future Tourism Project Document, 2020

method came with certain restrictions on the provision of grant funding through the General Management Project. And since grant dispersal was a critical component of the initiative, a separate project was created to facilitate the grant component, “*Future Tourism: Grant Support to MSMEs for COVID Recovery*”, which essentially comprises Output 3 of the initiative.<sup>7</sup>

The project was implemented directly by UNDP in consultation with relevant national authorities and partners such as Ministries of Tourism or Finance and Development, which were intended to provide inter-ministerial linkages to other relevant government departments in Social Transformation, Human Resource Development, Youth & Gender Affairs, Trade & Commerce. Collaboration with Small Business Associations in the beneficiary countries and tourism organizations such as the Caribbean Tourism Organization (CTO) was also envisioned.<sup>8</sup>

The Project Schematic Diagram (Figure 1) and Project Results Framework (Annex 8) show the categories of **Outputs** that were deemed necessary to arrive at the **ultimate Outcome**. The Activities and Inputs provided by the Implementing Partners (UNDP and UWIOC/FS) and funding agencies (UNDP, CDB) support the production of the necessary outputs.

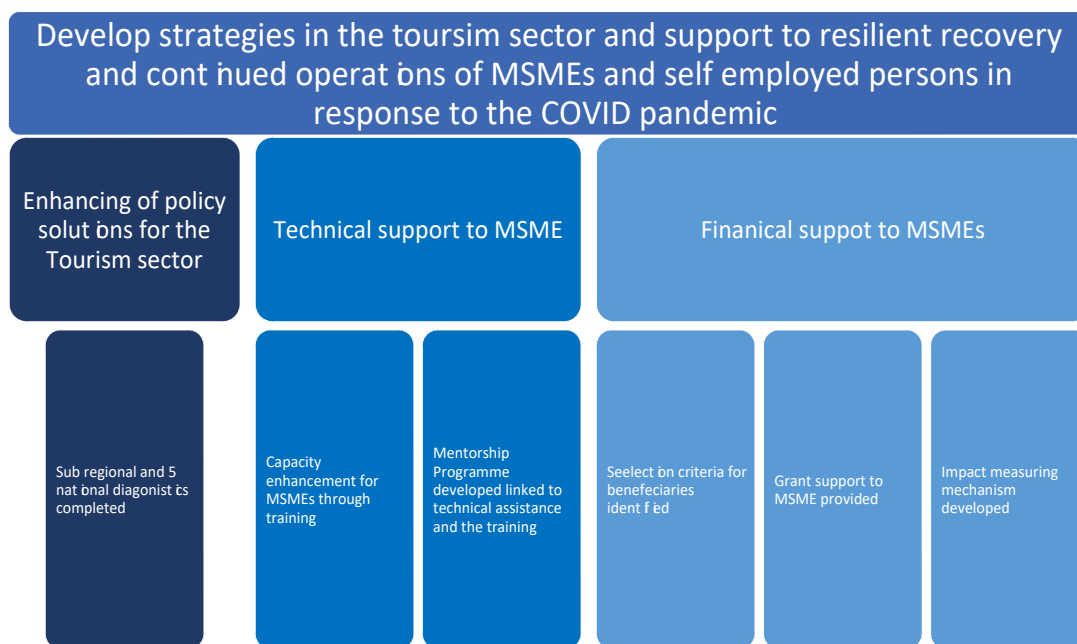
An assessment of the logic model and results chain reveals that the three project outputs (policy solutions for the tourism sector, technical assistance to MSMEs and financial assistance to MSMEs) are designed to lead to the ultimate long-term goal of assisting the different actors in the sector adapt to a rapidly changing and evolving situation in the tourism sector (see Figure 1). In this way, the project provides an approach that enables MSMEs to adapt to the current market needs that have been dramatically changed by the COVID-19 pandemic, and encourages them to experiment with new business models by identifying strategies to counter the declining tourism industry while strengthening existing livelihoods.

### **Figure 1: Project Schematic Diagram**

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7 Future Tourism Performance Report Q1 2022

8 Future Tourism Project Document 2020



Source: FUT-Tourism Project Document

The travel restrictions and lockdown measures adopted to contain the spread of COVID has left the tourism sector in shambles, which has created a drop in Gross Domestic Product (GDP) and difficulties for individuals earning income and seeking employment. The tourism industry makes a huge contribution to employment and GDP in the Eastern Caribbean region, averaging 33% of GDP, with total GDP contributions reaching 40% in Antigua and Barbuda, and 73% in the British Virgin Islands.<sup>9</sup> Additionally, the industry contributes over 52% of export receipts and provides direct employment to 413,000 workers in the Caribbean, which represents an average of 18% of total employment. If indirect and induced employment is considered, such figures rise to 43% in the tourism-dependent countries, and reaching up to 90% in Antigua & Barbuda. MSMEs make a significant contribution to GDP in the Eastern Caribbean, in terms of income and employment, so the project's focus on MSMEs directly or indirectly linked to the tourism sector was quite strategic and could be very impactful.

The negative economic impacts on the tourism sector prompted by the COVID-19 pandemic have required businesses in that sector to make a number of adjustments to strengthen their business model in order to retain livelihoods. In this respect, the project is making provisions for undertaking a number of very practical economic transformations and recovery initiatives, such as switching from an in-person business model to a virtual type of business; adjusting the physical space and adopting more remote ways of doing business; reaching out to customers with different profiles by promoting a more local and regional client base rather than relying on international visitors; and adopting digital operating and advertising methods (website development, electronic payment acquisition, online sale systems) and transitioning to electronic commerce to engage with both

<sup>9</sup> *Tourism sector in the English- and Dutch-speaking Caribbean: An overview and the impact of COVID-19 on growth and employment*, by Nadimah Mohammed, Independent Policy Research Consultant and Diego Rei, ILO Employment and Labour Market Policies Specialist, 2020, P. 13 [https://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-report-of-spain/documents/publication/wcms\\_753077.pdf](https://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-report-of-spain/documents/publication/wcms_753077.pdf)

suppliers and customers, support physical distancing protocols and reduce supply chain delays that can lead to cash flow and other operational challenges.

The long-term goal of these interventions is to make MSMEs more resilient to the economic shocks brought on by the pandemic, and to encourage greater evolution towards a more resilient, community-oriented, environmentally friendly, gender-inclusive and innovative economic activity and ensure the sustainability of the business.

### **3. SCOPE OF THE EVALUATION**

The Evaluation involves an independent review of the project, prepared in accordance with UNDP evaluation policies and the specific Terms of Reference issued for the evaluation (Annex 1). It is intended to conform with the requirements of the Project Document, consistent with UNDP's Strategic Plan, and UNDP's Evaluation Policy, which sets out a number of guiding principles, norms and criteria for evaluation in the organization. Among the norms that the Policy seeks to uphold, the most important are that the evaluation exercise should be independent, impartial and of appropriate quality, but also that it should be intentional and designed with utility in mind. The evaluation is expected to generate relevant and useful information to support evidence-based decision-making.

The primary target audience for the evaluation is the UNDP, its implementing partners (the UWI Open Campus/Frankfurt School), co-funding agency (CDB), various regional organizations (CTO) and the ten (10) beneficiary governments, all of which have a special interest in the findings and recommendations of the evaluation.

The Future Tourism project proposal document made provisions for a Final "Impact" Evaluation as part of its monitoring and evaluation framework, which was designed to assess the achievement of the objectives and results and ensure the efficient and effective use of resources.<sup>10</sup> The Final Evaluation is intended to identify the outputs produced and assess the contributions to results, and positive or negative changes produced by the project, including any unexpected results. The evaluation is also designed to identify the key lessons learned and best practices as well as offer concrete recommendations for UNDP and its implementing partners (UWIOC/FS) and beneficiaries in the countries/territories (MSMEs, stakeholders in government ministries and tourism organizations).

The evaluation scope, design, methods and consultation activities have been influenced by restrictions on travel and face-to-face meetings necessitated by the COVID pandemic. Also, the evaluation has been influenced by the development context, which includes a wide variety of stakeholders and beneficiary groups operating in the tourism sector (national tourism ministries, regional tourism organizations, MSMEs, etc.) within ten small island (SIDS) states which are at varying degrees of development. The Methodology section below explains how the evaluation consultant covered all aspects of the project within the scope of the evaluation.

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<sup>10</sup> Future Tourism Project Proposal: RFF Second phase of UNDP Covid-19 Response, 28 September 2020

## 4. EVALUATION METHODOLOGY

The evaluation methodology was focused on the Evaluation Matrix (Annex 9) that was prepared based on the evaluation Terms of Reference provided by UNDP. It utilized mixed methods of quantitative and qualitative assessment of project results and performance, with a central focus on the questions and indicators presented in the Matrix. Data collection tasks were assisted by five instruments:

- Tables completed by project staff with data on output achievements, training/capacity building activities, budgets and expenditures (Section 5.4.2);
- Initial Survey of National Focal Points (Annex 5);
- Interview List of Key Stakeholders involved in project implementation (Annex 4);
- Interview Guide with lead questions on several lines of enquiry related to project design, project results, partnerships and management, and exit strategy/sustainability, with the aim to facilitate consistency and triangulation of responses from those interviewed; and
- Strategy for input from a representative sample of project beneficiaries (see below).

Data analysis was guided by the Evaluation Matrix, principally comparing expected or targeted results to actual results, reviewing disbursements against annual budgets, and assessing respondent responses in relation to the indicators for the evaluation questions listed in the Matrix under the six evaluation criteria: Relevance, Coherence, Effectiveness, Efficiency, Sustainability, and Cross-cutting themes (see Annex 9). The selection of stakeholders for interviews was based on key informants involved in managing and implementing the project from the UNDP MCO in Barbados, UWIOC, Frankfurt School, members of the Project Board, project funders, and a selection of representative persons associated with the targeted beneficiaries, drawn from a general profile of the beneficiaries.

The evaluation followed an integrated perspective, looking at the project as a whole and assessing how the various components and partners worked jointly and in conjunction with the capabilities of stakeholders to generate results for MSMEs, particularly those owned and operated by women. The ultimate results depend on how well the policy changes, training and capacity and financial assistance served the targeted beneficiaries and others. Improving capacities across the entire MSME business ecosystem is critical to achieving and sustaining the expected project results.

The focus of the evaluation involved a review of documents, analysis of project monitoring reports and collection of information from the project implementation team, key stakeholders and development partners through remote interviews, and administering of a brief survey. The evaluation approach is designed to follow the ToR provided by UNDP, which includes detailed questions arranged into standard evaluation criteria (**Relevance, Coherence, Effectiveness, Efficiency and Sustainability**) with the addition of special criteria focusing on cross-cutting issues (Gender, the Environment, Governance and a Human Rights based approach).

The evaluation was undertaken by a senior consultant with previous experience evaluating more than 40 projects and programs in the Caribbean and elsewhere for UNDP and other international development partners.

The consultant used a common internal, confidential interview reporting format to assist analyses and report preparation. The evaluation was constrained by remote access, which limited the time and availability of stakeholders during the period, as few representatives from beneficiary countries made themselves available.

A total of 20 respondents participated in the evaluation, which included virtual interviews with 19 participants (1 face-to-face) and beneficiaries (see Annex 4 for a List of Interviews). Additionally, one reply was received from the survey (see a summary at Annex 5), which was distributed to participants in the project. This represents a very low response rate (well below the average of 33%).<sup>11</sup> Despite considerable effort in distributing invitations and sending reminders to participate in interviews and/or complete the survey, it was not possible to obtain interviews with representatives from all ten beneficiary countries.

Annex 4 shows a breakdown of respondents participating in the evaluation (interviews and surveys), including 12 from implementing agencies (UNDP, UWIOC, FS), 1 co-funding agency (CDB), and 5 from beneficiary governments, 3 of which were representatives from national Ministries of Tourism or Economic Development. The majority of interview responses were representatives from implementing partners, with one quarter representing national beneficiaries, including one survey and one comment submitted by beneficiary countries.

The consultant used a common internal, confidential interview reporting format and common methods for gathering information from documents and stakeholders to assist analyses and report preparation. Information was gathered from the following stakeholder groups using interviews and survey data:

- UNDP Project Team (M&E, Manager, MSME, etc.)
- Representatives from the UWI Open Campus and Frankfurt School
- High level officials from Ministries of Tourism and Ministries of Finance/Development in a number of beneficiary countries
- Representatives from funding agencies

The diversity of stakeholders and large number of beneficiary countries (10) required a strategy for selecting a representative sample of project beneficiaries to be interviewed for the evaluation. The selection of key respondents was done in conjunction with the following stakeholders:

- UNDP Project Implementation Team in the MCO in Barbados
- National focal points responsible for coordinating activities in their respective countries, who are familiar with MSMEs operating in the tourism sectors (these are generally representatives of Ministries of Tourism or Finance and Development, as shown in Annex 4)

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<sup>11</sup> The average survey response rate is around 33%; a survey response rate of 50% or higher is considered excellent. A high response rate is usually driven by high levels of motivation to complete the survey: <https://surveyanyplace.com/blog/average-survey-response-rate/>

- Regional and international project collaborating partners, such as UWIOC/Frankfurt School and CTO
- The Evaluation Consultant
- Other selection criteria includes selecting stakeholders from the following categories:<sup>12</sup>
  - Project Board
  - UWIOC/FS responsible for the capacity-building component to develop MSME capacity (Output 2)
  - National Ministries (Tourism, Finance/Development) responsible for project sustainability
  - Output beneficiaries (tourism organizations, trainees, other organizations)

The selection of stakeholders for interviews was based on key individuals involved in managing and implementing the project from UNDP, UWIOC/FS, CTO, members of the Project Board, and representative persons associated with the targeted beneficiaries in the ten beneficiary countries (see Annex 4 for a list).

Due to the large number of stakeholders involved, interviews were conducted via Zoom using open-ended interview methods, where lines of inquiry focused on the important details (opinion and knowledge) of the particular respondents, which when consolidated with other information gathered provided a comprehensive and holistic assessment of the status and progress of the project toward its intended objectives at the end of project implementation.

The evaluation used a combination of Outcome Mapping (OM) and Results Based Management (RBM) approaches, both of which are appropriate for the evaluation of the Future Tourism project because of their effectiveness in determining to what extent the project was able to achieve its results as well as accounting for behavioural changes and unexpected results, which allowed the evaluator to directly address the evaluation purpose and objectives. The Outcome Mapping and Results Based Evaluation approaches assessed Future Tourism planned versus actual activities, outputs and outcomes, with reference to the framework of the project's Logic Model, plans, RBM tools and other documentation.

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<sup>12</sup> The numbers will be based on availability but efforts will be made to ensure representation from each country.

## 5. EVALUATION FINDINGS

### 5.1 Relevance

#### 5.1.1 Project Design

The project's design presented a hierarchical approach that included a logical path to achieving the Ultimate Outcome from the three (3) Outputs. Output 1 involved engaging high-level policymakers to consider alternative strategies in the tourism sector designed to counter the declines wrought by COVID-19. The strategies and subsequent policies and other actions were intended to lead to *resilient recovery and continued operations of the MSMEs in response to the COVID pandemic* (ultimate outcome). Secondly, following a logical chain of activities from the policy dialogues, the project sought to enable MSMEs to adapt to the current market needs that had been dramatically changed by the COVID-19 pandemic by providing training for MSMEs (Output 2) and financial assistance to MSMEs (Output 3) that was intended to encourage them to experiment with new business models and operations to counter the declines in the tourism industry while strengthening existing livelihoods. In this respect, the project made provisions for undertaking a number of practical economic transformations and recovery initiatives, such as:

- Switching from an in-person business model to virtual business activities;
- Adjusting the physical space and adopting more remote ways of doing business;
- Reaching out to customers with different profiles by promoting a more local and regional client base rather than relying on international visitors;
- Adopting digital operating and advertising methods (website development, electronic payment acquisition, online sale systems) and transitioning to electronic commerce to engage with both suppliers and customers, supporting physical distancing procedures and reducing supply chain delays that can lead to cash flow and other operational challenges.

UWIOC's monitoring reports indicate that the satisfaction levels of a majority of MSME trainees were "high" to "very high" in the majority of courses. The post-course evaluation surveys reveal that trainees participating in the Advanced level training recorded higher levels of satisfaction and relevance than those in the Fundamental level. This indicates that the output's 'expected transformations' are perhaps better suited to the Advanced level participants than those in the Fundamental groups. In addition, the UWIOC monitoring system was designed to provide evaluative information on the behavioural changes of participants. However, at the time of the evaluation, many of the details on behavioural change and increased income levels, information critical to measuring results, were not scheduled to be available until UWIOC's final report, yet to be completed. Therefore, more detailed follow-up information will be needed to determine the extent of the project's impact on business practices.

The long-term goal of the project's interventions is to support MSMEs in becoming more resilient to the economic shocks brought on by the pandemic, and to encourage greater evolution towards a more resilient, community-oriented, environmentally friendly, gender-inclusive and innovative economic activity and ensure



the sustainability of the business. In this sense, the project was highly relevant to the needs of the beneficiaries, particularly the MSMEs (Outputs 2 and 3), but also to the development challenges being experienced by government policymakers and others in the tourism sector who were searching for better ways to improve the industry's impact on the country (Output 1).

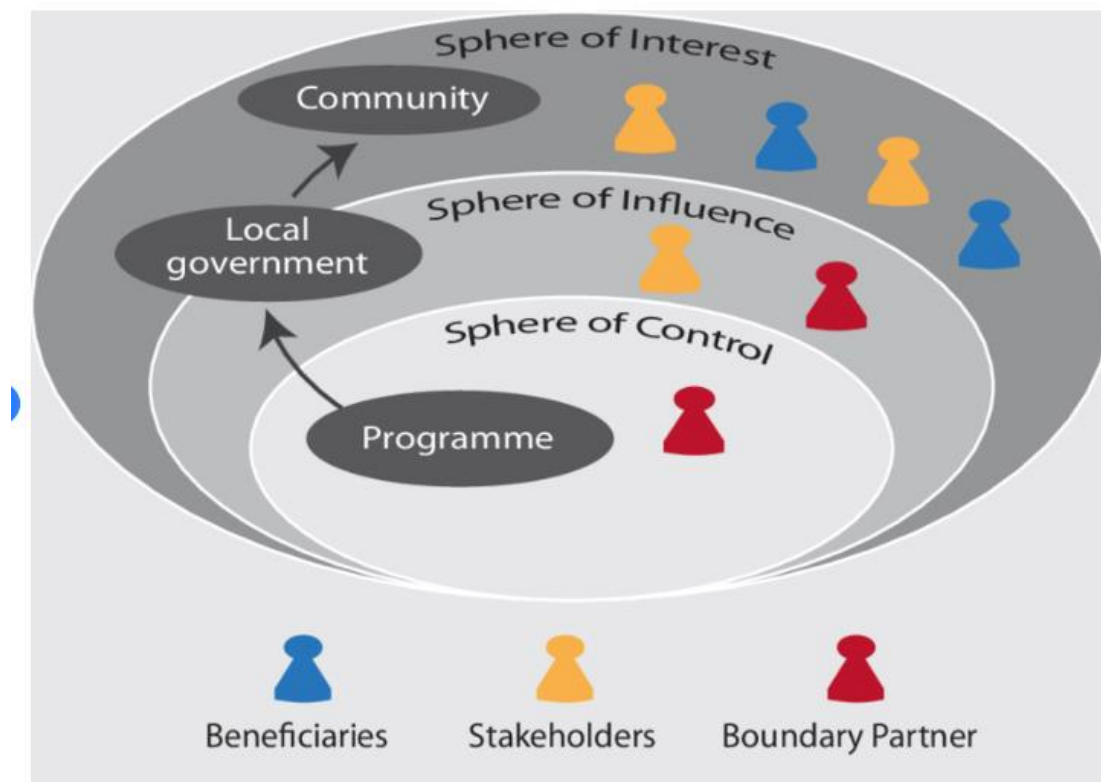
The Outcome Mapping (OM) approach outlined in UWIOC's inception report provides a series of examples of how the results of the various components could be tracked. UWIOC's prime focus was on the training component (Output 2) but the OM approach also covers other relevant stakeholders and strategic partners involved. UWIOC envisioned that the Outcome Mapping methodology would be used to determine the "behavioural changes" that were desired to develop and sustain the adaptation to a rapidly changing and evolving business situation in the tourism sector with a special focus on women. The elements of the training component involved Virtual Open Training courses (in Digital Technologies, Marketing and Financial Planning), Technical Assistance, and Mentoring programs to support MSMEs on recovery strategies from the negative impacts of COVID-19. The task of the project's monitoring and evaluation function (and this Evaluation) involve determining the extent to which the activities under the project were able to influence the behavioural changes needed to improve the ability of MSMEs in the tourism sector to adapt to new market conditions (ultimate outcome), as well as those of the various stakeholders and partners.

The OM methodology selected by UWIOC involved identifying various **Boundary partners** who could bring about the necessary changes to contribute to the achievement of project goals (MSMEs, financial institutions, SBDCs, tourism marketing organizations, among others.). This also involved identifying **Strategic partners** who were capable of providing "High-level influence in the MSMEs eco-system in the Eastern Caribbean" (Ministers of Government, Permanent Secretaries and other Government Officials, CTO).

Table 4 of UWIOC's inception report details the "expected results" as well as results that were "hoped for" (*like to see* and *love to see*) from the various layers of participants on the project. While the majority of these expected results were tracked in the monitoring reports at the "output" level (number of policy dialogue sessions held under Output 1, and the number of MSMEs trained and qualifying for financial assistance under Outputs 2 and 3, etc.), UNDP's progress reports do not track the "outcomes", that is the actions, influence and potential results of the Boundary and Strategic Partners (governments, financial institutions, SBDCs, tourism marketing organizations, etc.). As a result, questions remain on the strategic results that could influence the behaviour and practice of MSMEs: whether the project was able to advocate or lobby for strategic or policy changes, or whether the financial institutions are willing to provide MSMEs with greater access to finance or to accommodate the financial needs of MSMEs by developing specific products or packages, etc. This points to a possible shortcoming in the project M&E system. However, it should be realized that the Future Tourism project was conceived as an emergency relief effort, where tracking long term outcomes was less of a priority.

Figure 2 shows the different layers of control, interest and influence on beneficiaries, stakeholders and boundary partners on a typical development project.

**Figure 2: Outcome Mapping Diagram showing the Spheres of Control, Interest and Influence on Project Beneficiaries, Stakeholders and Boundary Partners**



### 5.1.2 Beneficiaries' relevance

The project was designed as a direct response to the Coronavirus pandemic by trying to stem its impact on the tourism sector, where the restrictions on travel and government lockdowns were drastically curtailing the ability of MSMEs in the region to earn income.<sup>13</sup> The project was designed on lessons learned from previous COVID relief MSME support projects in the Eastern Caribbean and Ecuador (See Annex 6 for a list of these).

Several layers of consultations were involved in the project design: based on the impact of COVID in the region, UNDP conducted a series of social and economic assessments, which identified support to MSMEs as a need. Additionally, UNDP and UWIOC undertook capacity assessments of the various countries and institutions involved.<sup>14</sup> The results of these consultations, along with the project concept, were presented to the PAC meeting (September 2021). These assessments and consultations provided UNDP with strategic advice and guidance on how the project would be planned and how the activities would be coordinated.<sup>15</sup>

Figure 3 provides an illustrative display of the range and diversity of stakeholders involved in the consultations, implementation and as beneficiaries in the project, making up the full ecosystem of MSMEs in the tourism sector, including Ministries of Tourism, financial institutions, development finance companies, SBDCs and chambers of

<sup>13</sup> As one person interviewed for the evaluation put it, the project was designed to “stop the bleeding” in the tourism sector

<sup>14</sup> From interview with PMU

<sup>15</sup> Minutes of PAC Meeting

commerce (BVI and Montserrat don't have small business associations). UWIOC's OM methodology mapped the entire ecosystem and tried to identify actions that the project needed to take in each area.<sup>16</sup> This mapping process was critical for developing the expected project results.

Under Output 1, UNDP consulted with the CTO and its strategic partners in the tourism sector to develop the policy dialogues, which involved governments, ministries, regional institutions, etc. Under Output 2, the UWIOC/FS established a mechanism designed to track the level of internal capacity building required through a needs assessment exercise, which identified the specific needs of the MSMEs. This process involved consultations with a number of MSMEs. A selection process was developed that involved the MSMEs completing appropriate training. This also involved conducting stakeholder analysis to identify the boundary partners that could bring about the required changes for MSMEs in the tourism sector, and identifying challenges and progress markers. For example, governments were identified as boundary partners, participating mainly as vetting agents; and the behavioural changes identified involved MSMEs digitizing certain processes or operations. Based on this analysis, UWIOC/FS developed the curriculum design to guide the required training.

Through these mechanisms, the beneficiary MSMEs were provided with a series of support mechanisms to help them adjust to new physical and contactless business protocols and to innovate new ways of doing business, including using digital payments, advertising on social media, etc. The goal of the training was to make MSMEs more resilient to the COVID restrictions and other types of shocks by assisting them in transitioning to electronic commerce so that they could engage with both suppliers and customers, support physical distancing protocols and reduce supply chain delays that can lead to cash flow and other operational challenges.

***Figure 3: Partners and Stakeholders Map***

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<sup>16</sup> UWIOC Inception Report



Source: Future Tourism Project Document

While numerous consultations were undertaken during the design process, UNDP was cognizant of the need to develop a quick response to the COVID situation. The operational structure of the project was designed and led by UNDP through an accelerated process to ensure a timely response. While governments and other stakeholders were consulted in the design, their participation in the implementation process involved communication with stakeholders and disbursement of grants. In addition, in order to promote efficiency, only three country representatives were selected to participate in the Project Board.<sup>17</sup>

After a suitable number of MSME beneficiaries were identified through a broad “call for interest” (and information from government MSME databases), UNDP and UWIOC/FS developed a chain of selection and eligibility criteria to ensure that the project not only met the needs of MSMEs but also that the training courses were well-attended, participants covered all 10 countries and territories, and included a high number of female owned-operated MSMEs, a range formal/informal businesses, and micro/sole proprietors. In addition, UWIOC tried to ensure that MSMEs would be willing to complete all the modules in the training program, which included various prerequisites such as access to computers and the internet. This and the fact that the training was virtual,

<sup>17</sup> According to the PMU, information on the project was shared with a wide audience in the countries and territories including government counterparts and MSMEs via public radio and social media.

may have excluded a lot of micro businesses that did not have access to computers or the internet.<sup>18</sup> However, it should be recognized that at the time of the first cohort, the region was under COVID-induced restrictions for travel and to-face interactions, so virtual training was one of the only options for this activity. In addition, the virtual training platform actually contributed to an increase in the target number of MSME trainees due to the ease of accessibility for online training.

However, a lack of trust between MSMEs and national governments, which was reported by multiple respondents, may have reduced the participation of MSMEs operating in the informal sector. This unfortunate relationship emanates from a variety of sources including perceived politicization of government support and a high degree of informality among MSMEs in the tourism sector.

## 5.2 Coherence

### 5.2.1 National coherence

The project is directly addressing the needs of beneficiaries at the national and sub-regional levels, and is consistent with government priorities and strategies articulated in the Caribbean Community (CARICOM) Strategic Plan 2015-2019, and the OECS strategic objectives, and national sustainable development priorities. The project was designed on the lessons learned in previous MSME projects (see Annex 6). The design process involved consultations with the full array of stakeholders in the MSME ecosystem, and many have been involved in the implementation. However, not all of the stakeholders were involved to the extent that they could or should have been. Part of UNDP's challenge was to design and implement a COVID relief project expeditiously involving ten (10) countries in the Eastern Caribbean region. With differing levels of responsiveness on the part of some governments, which was largely due to capacity constraints that is common in small departments and busy schedules of government officials in the SIDS in the Eastern Caribbean, UNDP elected to take a more dominant role in the project design, management and implementation processes than would normally be expected on a capacity building project supporting MSMEs.

This involved allocating different indicators of achievement to each country and territory based on such factors as the responsiveness of the government, the importance of MSMEs in economic activity, the priority of MSMEs in government policy and their relationship with UNDP (see Table 3 in Section 5.3.1).

At the time that the Future Tourism project was being designed, the importance of MSMEs to the overall economy was gaining recognition in the Eastern Caribbean. In June 2020, the OECS Commission began observing "International MSME Day", in step with the rest of the international community. By adopting the United Nations Resolution observing June 27 as MSME Day, the OECS Commission gave recognition to the important role and contribution that MSMEs play in the economies and societies of the OECS, which make up over 50% of the Gross Domestic Product, contribute significantly to production, trade and exports by providing income and employment, particularly for some of the more vulnerable and marginalized groups in society such as women,

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<sup>18</sup> Access was facilitated for MSMEs without internet-enabled devices to participate in the BAP at any of UWI OC 42 satellite campuses across the region. However, for unknown reasons, MSMEs did not participate in this manner

youth, and the poor. In doing so, the OECS Commission highlighted some key policy actions that were needed to address the challenges that MSMEs face, as indicated in the OECS Media Centre release on Friday, June 26, 2020:

“Measures need to be taken to enhance the capacity of the enterprise to engage in regional and global value chains fully and effectively. This includes strengthening MSME policies and regulatory frameworks as well as the capacity of the enterprises to:

- Source and secure inputs at the most competitive prices and at the right time;
- Produce goods and services efficiently and cost effectively and to the highest standard and quality demanded by the market; and
- Distribute goods and services to targeted consumers at the right price and at the right time through effective marketing and promotion.”<sup>19</sup>

For a more detailed breakdown of the areas in which MSMEs need continued support see the Knowledge Management section of this report (5.5.1).

The project is also consistent with needs at the sub-regional level. In May 2021, The UWI launched a new facility designed to support MSMEs, called the Caribbean Micro, Small and Medium Enterprise Centre, which is located at the Sagikor Cave Hill School of Business and Management at the Cave Hill Campus in Barbados. Governments in the region expressed their support for this new facility because the Centre could be instrumental in helping businesses to meet the challenges created by COVID, especially MSMEs which account for 95% of the economic activity in some countries. At the launch the Barbados Minister of Energy, Small Business and Entrepreneurship indicated that the new Centre can be of assistance to the MSME sector, as it has the capacity to conduct research and analysis that is necessary: “There is simply no capacity for us outside of the university to storehouse the relevant information and harness the data capture that is necessary, without a partnership with The University of the West Indies... [this partnership] allows us to connect in a very direct manner with the cutting-edge research, so that we are in a position to ... better navigate the ... pitfalls of modern economic activity in the Caribbean.”<sup>20</sup>

The trend to support MSMEs is gaining ground throughout the Caribbean. In Jamaica more than 400 loans valued at approximately J\$4.5 billion were disbursed to over 100 MSMEs during 2020. And more than 100 MSME operators are benefiting from support to help their transition from the informal sector to formal status through the Jamaica Business Development Corporation (JBDC). It is estimated that approximately 43% of the Jamaican economy operates informally, and informality limits the ability of businesses to access loans, expand their operations and export products and services.<sup>21</sup> In addition, the Jamaica Ministry of Industry, Investment and Commerce earmarked \$1 billion to fund a ‘Go Digital’ initiative, also spearheaded by JBDC. These initiatives are being undertaken in recognition of the critical need for the digital transformation of the business landscape, particularly MSMEs, in light of the impact of the COVID-19 pandemic. This includes the accelerated use of digital

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<sup>19</sup> <https://pressroom.oecs.org/oecs-commission-highlights-importance-of-msmes-to-development-in-the-region>

<sup>20</sup> Barbados Advocate, Caribbean Micro, Small and Medium Enterprise Centre Welcomed, 6 May 2021:

<https://www.barbadosadvocate.com/business/caribbean-micro-small-and-medium-enterprise-centre-welcomed>

<sup>21</sup> Jamaica Information Service, 13 May 2021: <https://jis.gov.jm/more-than-100-msmes-to-benefit-from-formalising-project/>

and online options to facilitate e-commerce and business development services. A key engagement being embarked on under the Go Digital initiative is the establishment of an “all-encompassing suite” of business support services for MSMEs through a partnership between the JBDC and Sagicor Bank, which will provide business support services for MSMEs including funding support.<sup>22</sup>

### 5.2.2 UNDP coherence

The project was UNDP’s direct response to the world-wide COVID pandemic, following which the agency switched to “emergency mode” in March-April 2020. UNDP is leading the UN’s socio-economic response to COVID-19 focusing on economic recovery through support to livelihoods and SMEs, with special considerations for gender equality, youth empowerment and sustainability as cross-cutting principles.

UNDP’s approach to COVID-19 is framed around three integrated objectives: Prepare, Respond, Recover. This involves helping countries to prepare for and recover from the economic and social impacts of the pandemic. For most countries, the phases are designed to occur simultaneously and are inter-linked. Examples of UNDP immediate support include undertaking SIEAs, scaling up digital solutions, financing and other services, designing targeted social protection for marginalized groups, developing women’s economic empowerment strategies, and developing fiscal policy and SDG-aligned financing mechanisms with partner governments.

The UNDP MCO in Barbados reacted quite rapidly to the pandemic by designing and implementing MSME support projects to provide immediate relief. The Future Tourism project falls under UNDP’s focus on “Social and Economic Impact Needs Assessment and Response”. This involved working to understand the social, economic and political impacts of the crisis, and finding ways to mitigate them with sustainable, resilient and rights-based solutions crafted with the public and private sectors. The project leverages UNDP’s capacity on innovation, digital solutions, social protection systems, response to increased gender-based violence, emergency job creation and economic restoration.<sup>23</sup>

The Future Tourism project was designed on the lessons learned from previous UNDP-funded MSME support projects, which provided the basis for assessing the needs of MSMEs and government preferences. Because of the urgency of the situation, the project was fast-tracked through a quick design process under UNDP’s Engagement Facility, which allows for rapid implementation.

The project was also aligned with the UNDP Strategic Plan for Barbados and the Organization of Eastern Caribbean States (OECS) 2017-2021, which was focused on contributing to “a sustainable and resilient Caribbean”. By virtue of the project’s multi-country coverage, UNDP aimed to promote positive change through subregional processes and harmonized approaches to address common issues. As a regional project, UNDP was better placed than other development partners to be the implementing agent, because of the

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22 Jamaica Information Service, \$1 Billion Allocated For ‘Go Digital’ Initiative To Support Small Businesses, 12 May 2021: <https://jis.gov.jm/1-billion-allocated-for-go-digital-initiative-to-support-small-businesses>

23 UNDP’s integrated Response to Covid-19: <https://www.undp.org/publications/covid-19-undp’s-integrated-response>

consistency of approach in a multi-country effort, which was a more appropriate design than having each small country attempting to lead their own in-country implementation.

## 5.3 Effectiveness

### 5.3.1 Achievements

There is evidence to suggest that good progress has been made toward achieving each of the three outputs as well as the **Ultimate Outcome** of the project, which involves assisting different actors in the tourism sector adapt to a rapidly changing and evolving situation. Table 1 summarizes the progress achieved by the project at the time of the evaluation (June 2022). However, there are different degrees of achievement that need to be tabulated, and in some cases improved upon.

**TABLE 1: Status of Progress of Future Tourism Project, June 2022**

Outputs	Indicators	Brief Summary of Progress
<p><b>Output 1</b> Regional dialogues and policy solutions for the tourism sector enhanced through sub-regional and national diagnostics using consultative and participatory approaches. And: National and sub regional diagnostics of tourism sector, identification of policy-level solutions and stakeholders' dialogue</p>	<p>1.1 Number of programs approved by government for implementation to enable immediate pivot and adaptation for transforming the tourism industry</p> <p>1.2 Develop or enhance country-specific diagnostics.</p>	<p><b>Targets: 5 countries or territories, and one sub-regional analysis for the Eastern Caribbean</b> <b>2021 Target = 4</b> <b>Result Q1 2022 = 6</b></p>
<p><b>Output 2</b> Technical support for MSME retooling and access to markets within tourism value chains</p>	<p>2.1 Number of MSMEs that have received training to adjust their business model to the new market needs</p> <p>2.2 Number of MSMEs that have digitized at least one key business process related to information management, logistics, inventory management or other</p> <p>2.3 Percentage of targeted persons demonstrating new skills to allow access to markets within tourism value chains disaggregated by sex</p> <p>2.4 Number of targeted firms that have digitized by end-of-project (two core business processes: online promotion, online delivery services, online payments and others)</p> <p><b>Between 30 and 50 trainees</b></p>	<p><b>Target = 300</b> <b>2021 result = 395 registered</b> <b>2<sup>nd</sup> Cohort Target = 80</b> <b>2022 result = 87</b> <b>Totals: t 380/r 482</b></p> <p><b>Target = 100</b> <b>Result = 111</b></p> <p><b>Target = 65 (32.5M, 32.5F)</b> <b>Result = 150</b></p> <p><b>Target = 60</b> <b>Result = 90</b></p> <p><b>Q1-2022: ToT 4 completed by local experts and government officials</b></p>
<p><b>Additional Output: Training of Trainers</b></p>		
<p><b>Output 3</b> Financial support for the economic recovery of MSMEs in response to the gendered impact of COVID-19</p>	<p>3.1 Number of businesses receiving direct cashflow support based on Business Improvement Plans submitted, disaggregated by size and ownership disaggregated by business type and ownership</p>	<p><b>Q1-2022: 60 target (150 result)</b> <b>Q1-2022: 130 MSMEs received grants and 20</b></p>



	3.2 Percentage of women businesses reporting improved financial recovery and livelihoods.	<i>are being processed</i> Target = 20 2021/22 result = 77
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*Source: Summary of outputs provided by project staff*

**Output 1** involved a regional exercise to engage governments, regional organizations, tour operators, MSMEs, anchor companies, and other relevant stakeholders in a high-level dialogue that was intended to lead to the development of policy solutions for the tourism sector. This was largely achieved through the organization and hosting of a series of five Regional Policy Dialogue sessions in May and June 2021 (see output 1.1 in Table 1). Output 1 target was met or exceeded.

The consultations were designed to provide data and compile information on the current situation, existing policies, ongoing efforts, needs, trends, scenarios and opportunities that could have a catalytic impact on the tourism sector.

The policy dialogues, arranged into five thematic sessions, attracted participation from 2,669 people from a variety of backgrounds: government ministries, digital nomad workers, MSME start-ups, small businesses, civil society, technology companies and representatives from UNDP and other UN agencies, as shown in Table 2:

**Table 2: Stakeholder Engagement in the Regional Policy Dialogues, May-June 2021**

Stakeholder engagement in 5 RPDs			Registration	UN Facebook	UWI TV	UWI Facebook	Total
RPD 1	11 May 21	High level Discussion	279	279	402	514	1195
RPD 2	25 May	New profiles of visitors	111	97	146	209	452
RPD 3	29 May	Digital Transformation	225	174	137	45	356
RPD 4	10 June	Inclusive value chains	125	103	148	99	350
RPD 5	29 June	Sustainable solutions	100	97	89	45	231
Online discussion forum engagement							50
Partnership engagement							35
Totals			840	750	922	912	2,669

A tourism expert from Barbados was contracted to organize the Regional Policy Dialogues and prepare a sub-regional analysis of the sessions, which is available on UNDP’s website.<sup>24</sup> The forums were pitched as a high-level policy dialogue with senior officials from governments and regional organizations, with two Prime Ministers providing opening remarks. The forum attracted experts and the head of regional tourism organizations like the CTO, who outlined the CTO’s approach in supporting community-based tourism development and recommendations for COVID recovery. Participants from regional institutions were impressed with UNDP’s ability to attract heads of government to launch the Future Tourism initiative: “Rarely do we see Heads of government jump on an initiative like this, which says something about the presence and involvement of UNDP in the initiative.”

<sup>24</sup> <https://www.bb.undp.org/content/barbados/en/home/future-tourism/regional-dialogues/Regional-Dialogues-Summary-Report.html>

Multiple sources (interviews with the PMU, CTO, contracted consultants and Project Board minutes) indicate that the Regional Policy Dialogues gave rise to “engaging and informative discussions amongst tourism stakeholders, and facilitated the development of policy solutions”.<sup>25</sup> Also, interviews with stakeholders indicate that the policy dialogues, whose purpose was largely “sensitization and awareness” among tourism development agencies and Ministries of Tourism, achieved their objective by targeting experts at the organizational and national levels.

In addition to the policy dialogues, which included a sub-regional summary, Output 1 also included a set of 5 tourism diagnostic studies on specific countries (Dominica, Grenada, St. Kitts & Nevis, St. Lucia and St. Vincent & Grenadines), which were undertaken by a second tourism expert. ■

Despite the short term success of the policy dialogues and the country diagnostic studies, these regional and sectoral investigations were designed to promote policy interventions at the national level. The indicator selected to monitor Output 1 was initially intended to track a longer term metric that was focused on the “*number of programs approved by government for implementation to enable immediate pivot and adaptation for transforming the tourism industry*”. However, given the urgent nature of the project, the monitoring reports instead tracked a more realistic, activity-based indicator: the number of dialogue sessions held and/or the number of country-specific diagnostic reports produced by the consultants.

So, while Output 1 can be considered somewhat of a success, there is room for improvement, particularly if the project is to be extended. In terms of the Outcome Mapping approach, tracking the participation of governments and behavioural changes of the boundary and strategic partners will enable the project to monitor the level of adoption and acceptance by governments and tourism marketing and management organizations, based on the policy changes suggested in Output 1.

**Output 2** involved providing training and technical support to MSMEs. Following the policy dialogues, UWIOC and Frankfurt School rolled out the technical support component for MSMEs in June 2021 over a period of twelve (12) weeks. This component was designed to support the business operations of MSMEs and self-employed persons in response to the COVID pandemic. The Business Adaptation Program (BAP) consisted of 3 modules of Virtual Open Training on Digital Technologies, Financial Planning and Marketing that were delivered at two different levels (fundamental and advanced); plus components in Technical Assistance and Mentoring, which were interlinked to provide successful graduates with access to grants. Unfortunately, there are limited data to assess target achievements on Output 2, apart from participation in training.

Originally, the BAP had a target of 300 MSME participants, however due to cost savings (from the online nature of the courses and additional funding from the CDB), the project was able to increase the number of participants. After the initial “call for applications”, almost 1000 MSMEs registered to receive training and technical support<sup>26</sup>. By the end of 2021, 395 MSMEs had registered and 393 had completed the training component (surpassing the target of 300 by 31%). Additionally, 164 of these MSMEs qualified for the Technical

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<sup>25</sup> Minutes from Project Board Meeting January 2022

<sup>26</sup> It is interesting to note that JBDC experienced a similar increase in numbers for training due to the ease of accessibility for online training: virtual engagement resulted in a significant increase in the number of entrepreneurs who accessed training, business counselling and knowledge-sharing sessions: <https://www.miic.gov.jm/content/oas-supports-jbdc-growth-msmes>

Assistance and Mentoring component of the Business Improvement Plan (BIP). By the end of 2021, 150 MSMEs had completed the Business Adaptation Program and were selected to receive financial assistance grants (surpassing the original target of 80). Of these beneficiaries, 77% were fully or partially female owned businesses, surpassing the target of 50% identified for the project.

Additionally, enough resources remained after the first cohort to enable UWIOC to hold a second round of Business Adaptation Program (BAP) training in the first quarter of 2022, where 87 MSMEs graduated from the Virtual Open Training of the BAP (increasing the achievement rate to 162% above the target). At the same time, in Q1 of 2022, 42 local experts and government officials signed up for the ToT. See Table 3 for the breakdown of trainees by country.

UWIOC had to contend with some challenges in order to meet the targets. There was quite a high number of dropouts from the training, which might be an indication of MSMEs operating in the informal sector, and needing the training, but not wanting to register as a formal business.

**Other activities:** Israel aid provided a 3<sup>rd</sup> cohort for Dominica to develop a “work online” digital nomad program, along with DAIC.

**Training of Trainers:** An extra output was added in Q1 of 2022, a Training of Trainers (ToT) course, which was added in an attempt to improve sustainability of the BAP training. The target was to train between 30 and 50 participants; and 42 people signed up (see the details in Table 3).

**Output 3** involved providing financial assistance grants to MSMEs, which were meant to assist business owners to digitize certain business processes, and assist the overall recovery of the tourism sector. In the end, the project was able to allocate USD 700,00 to over 150 beneficiaries, which surpassed the original target of 80. Table 3 shows the breakdown of recipients by country.

The amount of each grant was estimated to be between US\$4,000 to 6,500 for each MSME, with room for MSMEs that might require additional funding. An evaluation matrix was developed by FS in conjunction with UWIOC and UNDP to help determine which MSMEs received grants and in what amounts. Each MSME was expected to complete and submit a Business Improvement Plan (BIP) to their mentors which was evaluated and rated based on the matrix.<sup>27</sup>

The intention was to deliver the grants in the fourth quarter of 2021 and the first and second quarter of 2022, and the grants were required to be spent within six months after disbursement. However, interviews with the PMU, government officials and other stakeholders indicate that there were delays in grant disbursement, as some governments experienced challenges in the onward disbursement of funds to MSMEs. This in turn affected the implementation of MSME BAPs. It was suggested that more effective results might have been realized by MSMEs if at least part of the grants could have been disbursed in 2021, as the implementation of the BAPs could have been produced in a more timely manner. In addition, limited project resources and experience could have been transferred more quickly into the remaining grants and

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27 Minutes of PAC Meeting and interview with Frankfurt School

mentoring support, which might have increased the motivation of MSMEs.

Table 3 shows the original targets for each component along with the final achievements by country/territory, with the gender breakdown where available. Some countries like St Lucia (119) and Dominica (56) pulled out all the stops to make sure their MSMEs benefited from participating in the training, while others were well below the targets: BVI (5 out of 30) and Anguilla (8 out of 30).

**Table 3 – Number of MSMEs participating in the Future Tourism project by Country/Territory**

Country/ Territory	Output 2: Technical support for MSMEs		Output 3: Financial support for MSMEs (target/actual)	2 <sup>nd</sup> Cohort	Training of Trainers (total/female)
	Open Training (target/actual)	Technical Assistance (target/actual)			
Anguilla	(30) 8	(5) 2	(4) 2	1	1/1
Antigua and Barbuda	(30) 21	(10) 7	(8) 6	12	5/5
Barbados	(30) 56	(10) 34	(8) 33	14	7/6
British Virgin Islands	(30) 5	(10) 2	(8) 1	5	3/3
Dominica	(30) 56	(15) 26	(12) 22	10	2/1
Grenada	(30) 21	(15) 6	(12) 5	9	4/4
Montserrat	(30) 21	(5) 14	(4) 11	1	2/2
St. Kitts and Nevis	(30) 46	(10) 23	(8) 21	14	10/7
St. Lucia	(30) 119	(10) 32	(8) 31	8	5/3
St. Vincent and The Grenadines	(30) 40	(10) 18	(8) 18	12	3/3
<b>Totals</b>	(300) 393	(100) 164	(80) 150	87	42/35
<b>No of Females</b>					35 (83%)

The UWIOC/FS monitoring reports provide some information on post training/mentoring on the 393 MSMEs, 164 TA recipients, and 150 grant beneficiaries. In cohort 1, there were 395 registrations, which resulted in the awarding of 577 “digital badges” to participating MSMEs, as shown in Table 4. In cohort 2, there were 120 registrations, and 139 digital badges were awarded. The majority of MSME trainees gave “high” to “very high” levels of satisfaction on the majority of courses. The post-course evaluation surveys reveal that trainees participating in the Advanced level of training recorded higher levels of satisfaction and relevance than those in the Fundamental groups. This data reveals that the 'expected transformations' are perhaps better suited to the Advanced level participants than those in the

Fundamental groups. Also, to some extent, the UWIOC reports attempt to provide some evaluative information on the behavioural changes of participants, however, many of the details on behavioural change and increased income levels were scheduled to be in UWIOC's final report (which was not available at the time of the evaluation). Therefore, more detailed follow-up information will be needed to determine the extent of the project's impact on business practices and income.

**Table 4 – Distribution of Digital Badges Awarded to Participating MSMEs in Cohort 1**

<b>Course/Level</b>	<b>Fundamental</b>	<b>Advanced</b>
Digital Technologies	95	112
Financial Planning	80	96
Marketing	99	95
<b>Total</b>	<b>274</b>	<b>303</b>

### **5.3.2 Factors Affecting Achievements and Unintended Outputs**

Perhaps the greatest factor affecting achievement in the project was the niche training courses designed and delivered by UWIOC/FS, which focused on some very practical aspects of digitization of MSME business processes (contactless payments, promotion on social media, etc.). Participants indicated that the courses not only changed their businesses but changed their lives too.

In addition to Output 2's practical "bottom up" approach to introducing new business processes was a "top down" approach involving high-level policy dialogues (Output 1) that attempted to focus on the development of new tourism business models that were geared more to providing benefits to local MSMEs and communities rather than large foreign owned hotels, cruise ship companies and airlines. However, the results of Output 1 were not followed up with the level of intensity or thoroughness needed to determine the level of adoption by governments and private sector tourism operators.

Also, the fact that the implementation process was led primarily by UNDP with limited involvement from the national governments and/or local institutional partners resulted in a quicker response to the needs of MSMEs. This was largely due to the urgent context in which the project was designed and implemented. However, the limited national participation will have consequences for sustainability of the various components and initiatives delivered by the project. This includes policy development, training, and capacity building, among others.

UNDP encountered some challenges early in the project, which contributed to delays in the identification of and working with appropriate MSMEs. Most of the countries did not have a robust or reliable database of information on MSMEs which would enable the implementing partners to start mapping out the MSMEs and start working with them. Therefore, UNDP decided to put out an independent "call for MSMEs" to participate in the project, which resulted in about 1000 MSMEs signing up.

There were some unintended outputs that need to be recognized and monitored. For example, the partnerships developed through the project are facilitating the promotion of some of the ideas presented in the policy dialogues. This includes UNDP supporting the development of a digital version of the CTO’s Community-Based Enterprise Tourism course, which was originally an 180-page hardcopy handbook produced in collaboration with Compete Caribbean. In the context of COVID, and with the increasing need to have as many resources as possible online, UNDP supported the conversion of the handbook into an interactive, user-friendly online course. The free online course is designed to enhance the products offered by CTO’s Community Based Tourism practitioners, tourism MSMEs, among others.<sup>28</sup>

An additional unintended output is the production of six e-guides based on the virtual open training / BAP materials to enable future self-study by MSMEs, but also to support the certified ToT participants with ready-to-use learning materials in future training and to improve the sustainability of the BAP training. These e-guides are accessible from a smart phone device and can be read upon download in an off-line mode, so a computer or tablet is not necessarily a requirement. This form of access might be suitable for informal MSMEs.

UWIOC’s inception report provides a series of “strategy maps” which help to determine the level of support that each boundary and strategic partner provides towards the achievement of outcomes by “identifying causal, persuasive and supportive activities”. Tracking this is an important indication of the willingness of the boundary and strategic partners to participate in the project and provide the necessary resources to make the initiatives successful. These include the extent to which: MSMEs in the tourism sector are empowered/enabled to access new markets and adapt business practices to changing market conditions; financial Institutions provide access of financing to MSMEs in the tourism sector; SBDCs/CoCs engage with tourism MSMEs to provide technical support; and tourism marketing and management organizations develop and monitor the business practices and performance of tourism MSMEs (see UWIOC Inception Report Table 5).

### 5.3.3 Beneficiaries reach

The project targeted governments, regional tourism organizations and MSMEs operating in the tourism sector that had been adversely affected by the restrictions on travel and face-to-face interactions emanating from the world-wide health pandemic. Table 5 shows the profile of beneficiaries broken down by output:

**Table 5: Profile of Beneficiaries – Participants identified from project activities**

<b>Output activity component</b>	<b>Participating organizations engaged in implementation: governments, MSMEs Regional Organizations</b>	<b>Beneficiaries involved in activities (No. of participants (F/M))</b>
<b>Output 1</b>	<ul style="list-style-type: none"> <li>- 5 regional dialogues were held between May 11 and June 17,</li> <li>- A summary of the Regional Policy Dialogues has been published on UNDP website</li> </ul>	<i>A series of Regional dialogues were held between May 11 &amp; June 17 encompassing: 1) The Future of Tourism; 2) New Profiles of Visitors: A market-driven approach to accelerate recovery; 3) Digital Transformation; 4) A value chain approach for inclusive and sustainable recovery; 5) Sustainable solutions for tourism</i>

<sup>28</sup> See <https://caribeantourismstitute.com/product/community-based-tourism-program/>

	(Ms. Annie Bertrand) - 5 Tourism diagnostic reports prepared by Tourism Consultant (Maremba Scott)	<i>development</i> – 2,669 individuals participated, largely from 5 countries (Dominica, Grenada, St. Kitts & Nevis, St. Lucia and St. Vincent & Grenadines), with high-level participation by PMs from Dominica and Grenada.
<b>Output 2</b>	- Technical support for MSMEs: Virtual Open Training, Technical Assistance and Mentoring, delivered by UWI Open Campus and FS	- The BAP had a target of 300 MSMEs; almost 1000 MSMEs registered in the initial call for applications - 393 received training and 164 graduated to receive technical assistance and mentoring - A second cohort of 87 MSMEs received training, technical assistance and mentoring (but without the grant component) - 70% of these were women-owned businesses, surpassing the key target of 50% identified for the project
<b>Additional ToT output</b>		- 42 individuals trained from 10 countries
<b>Output 3</b>	- Businesses receiving direct cashflow support based on Business Improvement Plans, Target of 80	- Over 150 beneficiary business owners received USD 4,000 to assist with strategic investments to help them operationalize their business plans - The target was 20 female owned businesses, 77% result

**Output 1:** There was high level endorsement and participation for the opening activity, Regional Policy Dialogues (Output 1), which was attended by senior government officials, with the Prime Ministers of Grenada and Dominica providing opening remarks. However, although attendance was recorded at 2669 (Table 2), it is difficult to determine the extent to which the regional dialogues resulted in the consideration or adoption of policy solutions in the tourism sector in the 10 countries and territories. There was some reservation on the part of the Ministries of Tourism and Economic Development to identify the benefits and/or the best steps to be taken, given the impending results of elections, uncertainty about how the tourism sector would bounce back after the pandemic had passed, and different views on the benefits of the various new models of tourism that were being promoted, such as community tourism.

**Output 2:** It is clear that the project generated a significant amount of interest and participation among MSME beneficiaries. The original target of 300 MSMEs was surpassed with over 1,000 registering interest in the training program and 393 graduating. Additionally, 87 others participated in the second cohort. The training program and participation by MSMEs might not have been as successful if the project had elected to focus more on informal MSMEs at the base of the pyramid. This focus would have been more in line with the recommendations of the January 2021 evaluation of UNDP’s Country Program for Barbados and the Eastern Caribbean, where it was suggested that UNDP should maintain its strategic engagement in the Eastern Caribbean by focusing on mitigation of the countries’ economic, social and environmental vulnerabilities, but “with a stronger focus on inequality reduction and sustainable employment”. However, preliminary results of the course evaluations indicate that participants in the advanced levels achieved greater benefits than those at the fundamental levels. Also, interviews with stakeholders revealed that there was a perceived lack of trust between some MSMEs and government, with some MSMEs choosing not to complete the course. In this respect, undertaking a survey to find out the reasons why so many MSMEs (61%) dropped out from the

1000 MSMEs that initially signed up might provide some interesting revelations: was it because of lack of technology, issue of formal business license, lack of trust in government, expectations of incentives, etc.

### 5.3.4 Partnership quality

The project has involved several layers of partnerships (see Table 6). To implement the project, UNDP contracted a series of expert consultants (tourism and MSME experts) and Implementing Partners (UWIOC/FS), as well as inviting participation from regional organizations (CTO).

**Table 6: Partners Involved in Project Implementation**

Output	Partner/Contractor	Type	Role
Output 1	Annie Bertrand	Independent Tourism Expert	Policy dialogues
	Mareba Scott	Independent Tourism Expert	Country Diagnostic studies
	CTO	Regional Tourism Organization	Policy dialogues
Output 2	UWIOC/FS	Regional/International MSME training institution	Training, mentoring
	CDB	Regional bank and project financing organization	Project financing
	Carla Gomez	Independent MSME Expert	Project administration
	Zain Kazmi	Independent MSME Expert	Project administration
Output 2.5	UWIOC/FS	Regional/International MSME training institution	Training of trainers
Output 3	UWIOC/FS	Regional/International MSME training institution	Financial assistance

UWIOC and FS proved to be an excellent Implementation Partner. The UWIOC is a regional institution with a good understanding of the training needs of regional MSMEs, along with the capacity constraints and economic situation. Similarly, the independent experts contracted to implement the various outputs were very effective in contributing to the project’s outputs. More could have been done by UNDP to investigate the deeper connections to the policy level interventions and other MSME support mechanisms.

On the beneficiary side, the Letters of Agreement (LoAs) were concluded between UNDP and government Ministries of Tourism or Finance and Development. However, these LoAs provided limited participation for the government in the project. The role of government policy makers in the endorsement of MSME ongoing support for MSMEs has yet to be determined. The ongoing commitment from governments will be necessary for sustainability of the project.

However, the partnerships with governments were less than ideal for a capacity building project. The project was implemented almost without the involvement of the national governments. Although the governments participated in signing the LoAs, dissemination of information on the MSME training, and distribution of the grants, they lacked capacity to do much more. The project team tried to engage with governments and SBDCs when they were designing the project, but the responsiveness was very low. The Ministries of Tourism and/or SBDCs were not able to provide much information on MSMEs (they had limited databases of information on MSMEs). The main problem was the size of the government offices, with one or two people managing the entire MSME portfolio. So they had limited time to work on the



project requests. As a result, the government Ministries of Tourism and/or SBDCs were not required to take on any of the responsibilities associated with follow-up support, apart from being involved in ToT. The SBDCs and Chambers were only marginally involved in the identification of MSMEs.

In the first quarter of 2022, UNDP and the Caribbean Tourism Organization (CTO) signed an agreement to support the development of a digital version of the CTO's Community-Based Enterprise Tourism Course, which was originally a hardcopy 180 page handbook produced in collaboration with Compete Caribbean. In the context of COVID, and with the increasing need to have as many resources as possible online, UNDP supported the conversion of the handbook into an interactive, user friendly online course. The free online course is designed to enhance the products offered by CBT practitioners, tourism MSMEs.

### **5.3.5 Impact contribution**

It is clear that the project is having a significant impact on the MSME beneficiaries, particularly through the digitization of their business processes. Comments from participants indicate that the project has not just changed people's businesses but it has changed their lives. Participants have said that "this has been a life-transforming experience", "it is a total transformation of the business" and "it is really a fantastic project". Trainees have indicated that they have been getting results from digitizing payment methods, setting up websites, getting a following on social media, getting to know their analytics, they are seeing new opportunities, and accessing new markets. From a low point where business during COVID was very limited, MSME beneficiaries now have access to new domestic markets and are getting business from domestic tourism. So the impact of the training and financial assistance components (Outputs 2 and 3) have been quite significant from the perspective of the participants but yet to be confirmed in quantitative data.<sup>29</sup>

The results will differ from country to country. One country representative indicated that they have seen the greatest impact in the "Tours and Food and Beverage sector", largely because most of the grantees who agreed to participate in the project were from this sector. The project was having the least progress in the cruise sector and other key sectors in the tourism sector, which was "due to the broad way in which the project was promoted and the types of businesses that opted to sign up".

Many participants indicated that the project has just "scratched the surface" and is "making a start". So there is a lot more to be done. The UWIOC is perhaps the most important partner in the training of MSMEs because they have a local presence and they will remain active in providing support to MSMEs. So, to continue to have an impact, it is vital that UWIOC maintains a presence in the initiative.

However, it is not clear whether Output 1 has had much of an impact on government policy on tourism or support to MSMEs, as there was little or no involvement of government or SBDCs in the implementation of the project. Nevertheless, without more detailed information on if and how the governments have used the policy advice or altered their tourism policies, or data on increased revenues and employment, it is not possible to conclude

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<sup>29</sup> Comments from the UWI-administered surveys and responses from the evaluation interviews and survey

much more than from quoting anecdotal statements made by participants.

## 5.4 Efficiency

### 5.4.1 Management systems

The project was implemented by UNDP through a Direct Implemented Modality (DIM) in consultation and collaboration with relevant national authorities such as the Ministries of Tourism and Economic Planning, and in conjunction with various regional organizations such as UWI Open Campus/Frankfurt School and the CTO. UNDP had full responsibility and accountability for the implementation and overall management of the project, including monitoring and evaluation of activities, achieving the objectives and specific results and the efficient and effective use of resources. UNDP applied the principle of Quality Management by streamlining all internal working procedures, organizational structures and establishing standardized feedback and improvement mechanisms.<sup>30</sup>

Because of the urgency of the situation and the pandemic's negative impact on the tourism sector, the project was fast-tracked through an accelerated design process under a UNDP engagement facility, the Rapid Financing Facility (RFF), which allows for rapid implementation. However, this quick method had certain restrictions on the provision of grant funding through the general management project. Since grant dispersal was a critical component of the overall initiative, a separate project document had to be created to facilitate the grant component. Essentially, the initiative encompasses two project documents: One funded by UNDP's RFF, *UNDP Future Tourism Project: Rethinking Tourism and MSMEs in times of COVID-19* (US\$1,142,799), and a second project document for the grant component, *Future Tourism: Grant Support to MSMEs for COVID Recovery*, which comprises Output 3 – US\$ 740,600. The project is designed to catalyse UNDP's COVID response "Beyond Recovery: Towards 2030", through high-quality and high-impact initiatives in 10 countries in the Eastern Caribbean.

Figure 4 outlines the project structure, with the Project Board acting as the highest governing body. The Project Board was intended to be a key mechanism for ensuring coordination and planning of activities across national and regional stakeholders and providing strategic guidance and advice for the implementation of the project. The composition of the Board was intended to ensure inclusion of the principles of national ownership, and balanced representation, as well as the need to have a manageable size for effective decision-making. However, it is difficult to determine how active the Board was, as participation was limited to 3 government representatives, and only one member of the Board was available for interviews for the evaluation.

**Figure 4: Project Organization Structure**



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30 Future Tourism Grant ProDoc

<b>Senior Beneficiary</b> Focal Points in the Ministries of Tourism	<b>Executive</b> UNDP Barbados and the Eastern Caribbean	<b>Senior Supplier</b> UNDP RFF
<b>Project Assurance</b> M&E Specialist	<b>Project Coordinator</b> Overall Future Tourism Program	<b>Project Support</b> UNDP Barbados and the Eastern Caribbean

<b>Technical Assistance</b> (UNDP Barbados, Panama, Global + Short Term Consultancies)	<b>Partners and Stakeholders</b> Participating Ministries of Tourism, UWI Open Campus, Frankfurt School of Finance & Management and Caribbean Development Bank
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Because of the need for a quick turnaround, the UNDP MCO in Barbados felt the need to take control of the project design and implementation, with limited direct involvement by government entities in the 10 countries and territories, apart from disseminating information to MSMEs and disbursing the grants. While this fast-tracked process facilitated rapid deployment of activities and grant financing, the LoA did not provide much of a role for governments, which is needed to bolster ownership and sustainability.

UNDP projects are usually implemented using National Implementation Modality (NIM), which is applied when there is an adequate capacity within the government to carry out functions and activities of the project. Direct Execution (DIM) is an exception for UNDP and requires special authorization. It is mainly granted in countries with special development situations; but is sometimes used when speed of delivery and decision-making is an issue; when national authorities lack capacity to carry out the project; and when the UNDP country office has adequate capacity to manage, report and achieve the expected outputs of the project.<sup>31</sup>

In this respect, UNDP was more focused on getting the results of the project accomplished, rather than transferring the ownership and sustainability to governments and other institutions in country. The limited role of governments and national institutions in sustainability needs to be corrected in the potential second phase of the project. This will include the need for involvement of government policy makers, SBDCs among others, which are necessary for sustainability of results. It is unlikely that the ToT will be enough to sustain the training regime.

### Project Management

According to stakeholders interviewed, the project was well-managed. The UNDP team in the Barbados office worked well together, focusing on solving the various issues and problems that arose in selecting the MSMEs,

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31 European Commission-United Nations Development Program Joint Task Force on Electoral Assistance [<https://www.ec-undp-electoralassistance.org/wp-content/uploads/2018/08/ec-undp-jtf-20-our-trainings-2011-brussels-day-3-6-katarzyna-wawiernia-ricardo-godinho-gomes.pdf>]

developing the training materials and providing the grant funding. UNDP's senior management (Project Coordinator and Deputy Resident Representative) were well-prepared and provided good leadership and support to the team, and facilitated good relationships with the Implementing Partners and the beneficiary governments in the 10 countries and territories. Given the time constraints associated with designing and implementing the project, the UNDP team did an excellent job. This can perhaps be attributed to the experience of the senior team in crisis and conflict situations.<sup>32</sup> As a result, the UNDP team in Barbados was able to focus on designing and implementing the COVID relief project quite quickly.

For their part, the beneficiary countries demonstrated a significant amount of respect for UNDP's project, with senior officials participating in the policy dialogue sessions and attending meetings, which was remarkable considering their busy schedules and capacity constraints.

While the structure of the project facilitated a quick process of design and unimpeded implementation, the Direct Implementation Modality was a constraint to the sustainability of the individual project components (policy interventions, MSME training and financial sustainability).

Many of the constraints with tracking the results of this project stem from the implementation structure, where UNDP contracted consultants and implementing partners to manage implementation of the various components. While UWIOC's monitoring reports were designed to track the effectiveness of the training and the behavioural changes of the trainees in influencing the MSMEs business operations, the results of these outcome level metrics were not known at the time of the evaluation. Much of the data critical to measuring results, such as details on behavioural change and increased income levels, were not scheduled to be available until UWIOC's final report (which was not available at the time of the evaluation).

#### **5.4.2 Implementation efficiency and delivery timeliness**

The project monitoring reports and interviews conducted for the evaluation suggest that the project was implemented efficiently. After exceeding the targets for MSME training (Output 2) and grant dispersal (Output 3) by 33% and 87% respectively in 2021, cost savings resulted in the organization and delivery of a 2<sup>nd</sup> cohort in 2022 that meant an additional 87 MSMEs benefited from the training (but not the financial assistance grant). Also, an additional ToT component was added, through which 42 individuals received training, which was an attempt to improve sustainability. The cost savings and expanded numbers were due in large part to the online nature of the training courses and mobilization of additional resources from CDB, which allowed for an expanded number of participants and grant recipients.

Some challenges faced by the project team stemmed from the multiple countries involved (10), where each country/territory required a different approach to implementation, and different indicators of achievement based on their level of commitment to the project, their emphasis on providing support to MSMEs, and their relationship with UNDP.

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<sup>32</sup> See <https://www.undp.org/barbados/news/mr-ugo-blanco-deputy-resident-representative-undp-barbados-and-eastern-caribbean>: By comparison, other UNDP country office efforts in Eastern Europe and sub-Saharan Africa at the time were focused on undertaking socio-economic studies to identify the issues and impact of COVID-19.

Each of the countries and territories in the Eastern Caribbean exhibited different levels of responsiveness, proactiveness and engagement with UNDP and the project. Some countries were very engaged at the beginning, asking lots of questions and wanting to get involved in more than just disbursing the grants to MSME clients. However, for the most part, the countries were not very proactive, perhaps because of the busy schedules and capacity constraints of personnel in understaffed ministries in SIDS. As a result, UNDP tried to allocate different indicators of achievement to different countries considering their relationship with UNDP and additionally according to the importance of MSME economic activity.

Interviews with the PMU and other stakeholders reveal that delays were encountered with getting some of the Letters of Agreement (LoA) approved and signed by government officials, and with the distribution of some grants (20 remaining). These delays meant that some MSME participants experienced a setback in getting their grants, however, it is unclear to what extent the delays affected the implementation of MSMEs' BAPs or the results and deliverables of the project.<sup>33</sup> In general, some delays are to be expected on a project dealing with 10 separate governments of SIDS with varying degrees of capacity and various degrees of emphasis toward supporting MSMEs. But the project team was concerned that they would not be able to disburse the money on time because it was important to get the money to the MSMEs when they needed it, in a specific phase when they were working toward implementing business plans. It was suggested that more effective results might have been realized by MSMEs if at least part of the grants could have been disbursed in 2021, as the implementation of the BAPs could have been produced in a more timely manner. Plus, this would have diverted greater project resources and experience to the remaining grants and mentoring support, which might have increased the motivation of MSMEs.

At some point during the early phases UNDP realized that the project team would have to expedite the design of a second project document which would enable the disbursement of grants through a separate mechanism. This was because the original engagement facility that UNDP used to design the project, the Rapid Financing Facility (RFF), is a flexible mechanism that is generally used to provide a rapid response to crises in natural hazards, emergencies or disasters or to promote upstream policy developments. This engagement facility does not allow for the disbursement of grants. The development of the second project document resulted in some delay.

In addition, many of the problems with the tracking of results from this project stem from the M&E system and the structure of implementation, where UNDP elected to contract expert consultants and implementing partners to implement and monitor the various components (tourism experts for Output 1; UWIOC/FS for Output 2, etc.). However, much of the information critical to measuring results, such as details on behavioural change and increased income levels, were not scheduled to be available until UWIOC's final report (which was not available at the time of the evaluation).

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<sup>33</sup> The evaluation consultant was not able to interview any MSMEs to determine the impact of the delays

Tables 7A and 7B show the project budget and expenditure data by output, indicating that budgets were fully spent over the span of activities (18 months), which represents a high degree of disbursement efficiency. The percentage of the budget allocated to management costs and overheads amounts to 8%, which is the UNDP standard for development projects.

**Table 7A: Annual Budgets and Expenditures by Output of the Future Tourism Project (1,883,400 USD)**

Project Outputs	UNDP		CDB		TOTAL	
	2021: Budget:1,150,000 Exp:1,150,000	2022: Budg:350,000 Exp 350,000	2021: Budg:280,800 Exp:280,800	2022: Budg:102,600 Exp:102,600	2021: Bud:1,430,800 Exp:1,430,800	2022: B:452,600 E:452,600
<b>Output 1</b> Regional dialogue and policy solutions for the tourism sector enhanced						
<b>Output 1.1</b> Create regional dialogue, bringing together governments, regional organizations, tour operators & anchor companies with MSMEs & other stakeholders	100,000				100,000	
<b>Output 1.2</b> Develop or enhance country-specific diagnostics in at least 5 countries or territories, and one sub-regional analysis for the Eastern Caribbean	50,000	50,000			50,000	50,000
<b>Output 2</b> Technical support for MSME retooling and access to markets within tourism value chains	200,000	250,000	280,800	102,600	480,800	352,600
<b>Output 3</b> Financial support for the economic recovery of MSMEs in response to the gendered impact of COVID	700,000				700,000	
<b>Project Management costs</b>	100,000	50,000			100,000	50,000
<b>TOTALS</b>	1,150,000	350,000	280,800	102,600	1,430,800	452,600

*Source: Data on budgets and expenditures provided by project staff*

**TABLE 7B: Annual Budgets and Expenditures, Future Tourism Project (USD) (% expended)**

Development Partner and By Country	2021 Budget/Expend	2022 Budget/ Expend	Total Budget/Expend
UNDP MCO Barbados	1,150,000	280,000	1,500,000
CDB	280,800	102,600	383,400
Total	1,430,000 (100%)	382,600 (100%)	1,883,400 (100%)
Amount allocated for each country	Estimated 10% of total		

*Source: Data on budgets and expenditures provided by project staff*

### 5.4.3 Monitoring and adaptive management

The project team was fairly diligent in reporting on the progress of the project, submitting quarterly monitoring reports, preparing minutes from PAC and PB meetings, etc. Plus, a series of monitoring tasks were done on the

progress of MSME training in order to ensure they qualified for the subsequent phases of the training, TA, mentoring and grant financing components. As a result, there were many layers of monitoring in the project:

- The UNDP team provided progress updates on a quarterly basis, which measured success against a set of indicators (there are 5 progress reports: Q1-4 2021, Q1 2022);
- UNDP provided updates on project risks, and quality assurance was ongoing throughout the project cycle
- UNDP reviewed the Quality Assurance standards for its sustainability, effectiveness, and efficiency; providing an overall rating of ‘satisfactory’
- The PAC and Project Board meetings tracked strategic elements (September 2021, and January and July 2022)
- Reports by UNDP contracted experts (MSME Experts, Communications), Implementing Partners (UWIOC/FS), among others
- MSME progress on Output 2 by UWIOC/FS that involved tracking the registration, attendance and performance/ certification of MSMEs through the different stages of training, technical assistance and mentoring. This included a range of metrics including development of Business Improvement Plans, Business strategies, Business Empowerment Programs (BEP), digitization of business processes, and a measure of proficiency to determine MSME’s absorptive capacity to implement changes.
- Monitoring of Grants involved assessing MSME progress according to the Business Improvement Plan

In addition, the project reported on the technical and capacity building assistance provided to MSMEs to develop Business Improvement Plans (BIPs) and one-on-one monitoring sessions for guidance to implement the BIP. MSMEs who completed the process were recommended to receive grants through a rigorous selection process that focused on ensuring that women-owned and operated businesses are given special consideration.

While the reporting was regular and adequate, some indicators selected for the project do not measure progress toward the ultimate outcome and instead measure the status of the activity or output. For example the indicator for Output 1.1, measures the number of policy papers produced by the consultants (diagnostic studies for 5 countries or territories, and one sub-regional analysis for the Eastern Caribbean). However, it is difficult to determine whether the studies/policies were endorsed or adopted by governments “for implementation to enable immediate pivot and adaptation for transforming the tourism industry”. Also, under Output 1.3, tabulating the number of MSMEs that have received training is not a robust indication of whether the MSMEs have been able to adjust their business model to the new market needs. The development of capacity needs more in depth investigation.

### ***Results Based Management (RBM) and Outcome Mapping (OM) Approaches***

Under the Future Tourism project, it is important to know not only whether the diagnostic studies were produced or the MSME training completed, but also what happened to the studies and the people trained: Did

they change the underlying development conditions in the medium term, and if so, is that change relevant, sustainable, etc.? The Outcome Mapping (OM) approach is particularly appropriate for training and capacity-building components, because changes in behaviour can be monitored over time (through post-training and tracking surveys). In this respect, the Inception Report prepared by UWIOC contained an excellent series of OM monitoring tables and methods to gather this information.

The Outcome Mapping approach can be used to fill in gaps created by the short-term focus of RBM practices. While RBM focuses on tracking the results or impacts of the products of the project (policy advice, training, financial assistance), Outcome Mapping looks beyond the immediate results to the longer-term outcome level. It shifts the focus of the evaluation away from assessing the products of a project towards changes in behaviours. By recognizing the need to focus on changes in behaviour (of people, groups and organizations), Outcome Mapping concentrates the evaluation of results on the influence the project exerts on the roles which the “boundary” and “strategic” partners play.

In addition to using RBM to tabulate the completion of activities (numbers trained, number of reports, etc.), the OM monitoring and reporting provides a way of measuring the progress of the partnerships, behaviours and strategies identified at the outset (see tables 4, 5, 6 and 7 – Boundary partners, Strategy maps, organizational practices, Monitoring plan in the UWIOC Inception report).

A very useful way to track outcomes such as policy changes, institutional changes, capacity changes, changes in awareness or changes in jobs created or amount of household income is to track changes in the behaviours that relate to the overarching "development conditions".

## **5.5 Sustainability**

By and large the project was designed and implemented by UNDP and its implementing partners (contracted consultants and UWIOC/FS). The absence of mechanisms to ensure ownership of the project’s results by national governments and local MSME support organizations was evident in the initial project documents presented to the PAC meeting (Sept 2021). Participants at the PAC meeting acknowledged that sustainability and national ownership considerations were lacking and it was thought that a number of areas needed improvement. UNDP’s officers suggested that a clear and detailed plan for the next steps would be discussed closer to the end of the project. This included capacity assessments to strengthen national institutions, and the development of a sustainability/phase-over plan that would articulate how the project planned to engage with its partners to design the relevant post-project agreements to ensure that responsibilities are clearly defined, and agencies are clear on their roles beyond the first half of 2022.

To some extent, consideration of sustainability appeared to be focused on the selection and use of the grants,



as opposed to the adoption of the innovative diagnostics developed for the “new tourism” policy environment, or the new “digital” and “inclusive” business models and practices. The project’s risk log identifies some of the risks associated with giving grants to MSMEs, including that MSMEs may use grants for other purposes that are not related to the business priorities. The mitigation indicates that it will be the responsibility of the mentors to monitor this.

Several other interim mechanisms were added in an attempt to boost sustainability. The inclusion of the Training of Trainers (ToT) component provided some residual ownership of the MSME training component where national governments and local MSME support organizations were invited to propose participants to be trained as trainers, who would be responsible for administering future MSME training. Also, the creation of a closed Facebook group was included in an attempt to build a community of practice (CoP) and improve engagement and exchange of information and ideas among the MSMEs participating in the program. But these mechanisms appeared to be afterthoughts. And it is unlikely that 42 individuals trained will be able to recreate the robust training component that UWIOC delivered.

In the end, Output 1 involved a series of high-level events, but in terms of sustainability, it is not clear whether the governments adopted the policy suggestions coming out of the forums. With respect to Output 2, the high number of registrations in the first and second cohorts provide an indication of the level of demand for a combination of training, technical and financial assistance. However, it appears that the key to sustainability may rest with the industry associations or organizations rather than governments. In terms of Output 3, it would be ideal if a grant or grant-like mechanism could be developed at the national level in the long term in order to transfer the experience and success with the nationally trained ambassadors and national boundary partners into permanent structures. However, for the initiatives funded under the project to continue, it is highly likely that donor financing will have to be continued.

### **5.5.1 Knowledge management**

A communications strategy was developed to offer coherent and clear visibility. Project visibility was designed to ensure that results as well as promotional information from the project were communicated to target groups, decision-makers and the general public. Through partnership with the governments of the region and other partners, the project produced a series of illustrated and audio-visual documents with key messages that are intended to allow dissemination of the results to wider audiences.<sup>34</sup>

Additionally, the Grant Prodoc indicated that a database of MSMEs was to be maintained throughout the project for the purpose of engagement and evaluation. However, it is not clear what will happen to this database after the project ends: who will be responsible for managing it, and who will be able to access it.

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It is clear that MSMEs in the Eastern Caribbean need continued support in a range of areas including management, innovation, accessing and using information, and entrepreneurship. The Barbados Minister of Energy, Small Business and Entrepreneurship recently stated, “There is simply no capacity for us outside of the university to storehouse the relevant information and harness the data capture that is necessary.” His remarks were made at the launch of a new Caribbean Micro, Small and Medium Enterprise Centre, where he was looking forward to establishing a partnership with the University of the West Indies which promised to enable countries in the Eastern Caribbean “to connect in a very direct manner with the cutting-edge research, so that we are in a position to help those people who we are elected to serve, better navigate the slings and arrows and pitfalls of modern economic activity in the Caribbean.”<sup>35</sup>

Furthermore, a recent OECS publication outlined the following range of areas in which support was needed<sup>36</sup>:

### **Strengthening the Business Ecosystem and Supporting Infrastructure**

At a broader level, policies and actions are needed to strengthen the business ecosystem in which MSMEs operate. This is the network of organizations — including suppliers, distributors, customers, competitors, government agencies, and so on — involved in the delivery of a specific product or service. In that regard the goal includes:

- Strengthening financial services and increasing access to finance;
- Strengthening trade logistics services;
- Increasing access to and uptake of financial technology (FinTech) services and digital and electronic payment solutions; and
- Developing the education, skills, and training services for greater access to skills and talent.

### **Strengthening the Business Environment**

At an even broader or macro level, strengthening the business environment and climate for MSMEs is critical. The lack of well-defined and supporting policy, legislative, regulatory, and institutional frameworks for MSMEs has been noted in the region. This means having laws and regulations designed to address the specific needs of MSMEs. It also means designating specific institutions to implement the legislation and support MSMEs. MSME interests and concerns should also be reflected in wider, cross-cutting and sectoral policies and legislation. This includes for example, policies aimed at fostering entrepreneurship, innovation and intellectual property rights protection, and policies targeted at the new and emerging areas such as blue industries (from the oceans), green (low carbon and environmentally friendly) and orange (culture and creative industries).

### **Data on MSMEs**

To achieve the above effectively there is a need for information gathering in the sector. Comprehensive and continuous data on MSMEs needs to be gathered for real evidence-based policy making. That means the

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<sup>35</sup> Barbados Advocate, Caribbean Micro, Small and Medium Enterprise Centre Welcomed, 6 May 2021:

<https://www.barbadosadvocate.com/business/caribbean-micro-small-and-medium-enterprise-centre-welcomed>

<sup>36</sup> <https://pressroom.oecs.org/oecs-commission-highlights-importance-of-msmes-to-development-in-the-region>

capacity for collecting and analyzing data and statistics on MSMEs must be strengthened including agreeing on a framework of indicators for monitoring and measuring progress.

### **Formalizing MSMEs**

Any attempt to collect data on MSMEs will face the challenge of the significant percentage of MSMEs which operate informally and are thus not registered. There is therefore a need to incentivize and mandate the registration of all MSME operations, including by simplifying the process and reducing the cost of registration; promoting the benefits of registration and facilitating cross border registration of MSMEs within the OECS.

### **Looking Ahead**

In the current COVID-19 era and beyond, a key priority will need to be the digital transformation of enterprises, business ecosystems and the business environment. The pandemic has reinforced the need for OECS Member States to prioritize the digital transformation of the public and private sectors. Member States must focus on fast-tracking existing digital transformation work programs, with specific priority given to “on-line” client-facing government services, including those for the benefit of MSMEs.

### **Future sustainability**

The OECS Commission through its Competitive Business Unit plans to engage with Member States to coordinate the development and implementation of common and harmonized approaches. As such, the OECS Commission emphasized the imperative for systematically mainstreaming and advancing the needs and concerns of MSMEs in the region’s policy, legislative, regulatory and institutional frameworks at the national, regional and also international levels.

## **5.6 Cross Cutting Themes (Principled, Gender, Human Rights, Governance)**

The project recognized the importance of cross cutting themes such as gender equality and human rights for sustainable development, the equitable distribution of opportunities, and the benefits of development; and was committed to ensuring universal and effective respect for the fundamental rights and freedoms of men and women. The project has attempted to uphold the principles of accountability and the rule of law, participation and inclusion, equality and non-discrimination by following a human rights based approach and prioritizing the most vulnerable for direct income and other support as well as seeking to ensure that interventions are gender-responsive, participatory and inclusive with a specific emphasis on mitigating the disproportionate impacts of COVID-19 on women owned businesses in the tourism sector where women are over-represented in industries such as retail and hotel services and growth potential and resilience are low. Under the Future Tourism project MSMEs received technical and capacity building assistance to develop Business Improvement Plans (BIPs) and one-on-one mentoring sessions for guidance to implement the BIP. MSME participants who completed the process were recommended to receive grants through a consultative selection process, where equitable and inclusive criteria for MSME was applied to give women-owned and operated businesses special consideration. UNDP also ensured effective stakeholder participation in project implementation, monitoring, and evaluation.

To reiterate, the project recognized that women are over-represented in industries such as retail and hotel services, where growth potential and resilience are low, and that women-owned businesses would be disproportionately affected by the pandemic. As a result, women would be adversely impacting their enjoyment of human rights. As women-owned businesses would be severely impacted by COVID-19, there was also the potential for inequitable impacts on this population, particularly women who are living in poverty or marginalized.<sup>37</sup> For these reasons, the project team made special effort to ensure women were well represented as project beneficiaries, but also were involved in project management and implementation (see Table 8 for a breakdown):

**Table 8: Gender Breakdown of Beneficiaries and those involved in Project Implementation & Management**

Implementing Partner	No. of persons	Men	Women (%)
UNDP (MCO)	6	2	4 (67%)
MSME Experts	2	1	
Output 1 (Tourism Experts)	2		2 (100%)
Outputs 2 & 3 (UWIOC)	3		3 (100%)
FS	1	1	1 (50%)
Other (CTO)	1		1 (100%)
<b>Country Level Coordination</b>			
Country Focal Points	16	3	13 (81%)
Project Board	27	10	17 (63%)
Total	45	14	31 (68.9%)
<b>Mentors:</b> Recruited from Trinidad and Tobago (5), Antigua (3), Anguilla (3), Barbados (2), SVG (1), Dominica (1), St. Lucia (1), Guyana (1)			
	17	7	10 (59%)
<b>Beneficiary MSMEs</b>			
Women-owned or operated MSMEs	393	23%	77%
<b>Training of Trainers:</b> from St Kitts/Nevis (10), Barbados (7), Antigua (5), St. Lucia (5), Grenada (4), SVG (3), BVI (3), Dominica (2), Montserrat (2), Anguilla (1)			
	42	7	35 (83%)

Overall, the SESP (Social and Environmental Screening Procedure) project risk categorization is low. Gender equality and women’s empowerment were considered as a risk because there is potential for women’s needs not to be adequately addressed by the project.<sup>38</sup>

The project’s risk log identifies some of the risks associated with giving grants to MSMEs, including that MSMEs may use grants for other purposes that are not related to the business priorities. The mitigation points to the Mentors to monitor this.

There is a greater risk to the project results as a whole, whereby the training and capacity building is not

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sustained at the national level. The project tacked on a ToT component to address this in the short term, but to what extent has this been effective? Training and capacity building alone are not usually enough to sustain project benefits.

## 6. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

### 6.1 Conclusions

The vast majority of the project's expected results have been achieved or exceeded at the output level. Under Output 1, five policy dialogue sessions were held and five diagnostic studies were prepared; under Output 2, approximately 480 MSMEs received training in two cohorts (393 and 87), and 42 individuals were trained as trainers (ToTs); and under Output 3, 150 MSMEs received grants for financial assistance.

The project was conceived as an emergency relief initiative focused on achieving immediate results that were meant to "stop the bleeding" in the tourism sector by providing strategies, training and financial assistance that could lead to increased income and employment among MSMEs from tapping into new domestic clients and markets, and new ways of doing business (online payments, promotion on social media, etc.). And while each of the project's outputs exceeded expectations and the project as a whole can be considered a success in terms of these outputs advancing sector recovery, there is room for improvement. There are shortcomings in the project design and implementation approach that need to be corrected if the project results are to be sustainable.

While the project was financed through an emergency relief mechanism, it was essentially a capacity building project that was intended to strengthen the capacity of MSMEs in the tourism sector. And as a capacity building project, it is not sufficient to raise awareness of the issues that are constraining the tourism sector and/or MSMEs in the Eastern Caribbean region. A great deal of thought and energy was put into researching and highlighting the issues affecting the tourism sector, and devising alternative strategies and opportunities to build a business case for making changes under Output 1. For example, a case was made that showed greater financial benefits accruing to countries from stay-over visitors and digital nomads than from mass low-spending cruise tourism. Similarly, with respect to Output 2, training and capacity building alone are not usually sufficient to sustain project activities beyond the life of the project. The high number of registrations in the first and second cohorts provide an indication of the level of demand for a combination of training, technical and financial assistance. However, it is clear that MSMEs in the Eastern Caribbean need ongoing support and assistance in a full range of areas (outlined under Knowledge Management, section 5.3.1).

In view of the success of the project at the output level, and considering the potential for deepening the outcome level results, as well as expanding the benefits to other MSMEs in other sectors of the economy, there is a strong case to be made for extending and expanding the project through a potential second phase. The urgent nature of the project design and implementation approach has left some lingering questions and unfinished business that needs to be resolved.

For the most part, the project's progress reports were focused on tracking the output-level achievements, and not the outcome-level results. As a result, questions remain on the potential influence the project could be having on the Boundary and Strategic Partners (government policy, MSME support programs, financial institutions, SBDCs, community tourism organizations, etc.). For example, how effective were the policy dialogues? The knowledge produced in Output 1 could be utilized to implement evidence-based and policy-

driven programming. In addition, there are unanswered questions on the effectiveness of the strategic results that could influence the behaviour and practice of MSMEs: have the training participants fully adopted the new digital processes, are the financial institutions willing to provide MSMEs with greater access to finance or to accommodate the financial needs of MSMEs by developing specific products or packages, etc. Also, it is not clear who is going to be responsible for continuing the MSME training, and what is going to happen to the MSME database. There are lessons learned that need to be documented by the project team and shared with national institutions who could learn from the project. In addition, the unique MSME training courses need to be repeated in other sectors, and there needs to be some country-level institutionalization of the training and grant initiatives.

If the potential phase 2 is approved, more effort should be devoted to tracking the longer-term outcome-level results: the receptivity among governments to the policy dialogues, and the provision of support to various community based tourism programs and organizations that might be adopted and promoted at local levels.

UWIOC's Outcome Mapping approach was designed to track some of these outcome level results, including the effectiveness of the training in influencing the MSMEs business operations, the behavioural changes of the boundary and strategic partners, and the receptivity of governments and tourism marketing and management organizations, among others. However, the results of these were not known at the time of the evaluation, as the information was scheduled to be collected for UWIOC's final report. Tracking the involvement of the various Boundary and Strategic Partners will enable the potential second phase of the project to provide an indication of the long term success and sustainability of the project, including the level of adoption and acceptance of the policy changes suggested in Output 1.

This type of follow-up is needed because despite the well-intentioned efforts of international experts, adoption and implementation of policy advice necessarily occurs at the national level, where the choice of taking the expert's advice is left up to the governments and other national stakeholders who need to identify what priority and policy prescriptions to adopt. In this respect, during the next phase, more effort needs to be put into investigating if/how governments and the private sector have improved/changed their tourism policies, if/how they have improved/changed their support mechanisms for MSMEs, and how the project can help to mobilize better support mechanisms for governments to coordinate their actions in the tourism sector, and/or provide better support to MSMEs.

These conclusions are supported by the recommendations in the January 2021 evaluation of UNDP's Country Program for Barbados and Eastern Caribbean: "UNDP should enhance the design and management of its projects ... with activities tailored to promote outcome-level change. Adequate resources should be allocated to provide quality assurance, support delivery, and promote sustained institutional strengthening, particularly in the case of projects under national implementation modality."

### ***Sustainability, partnerships and ownership***

The results of the project thus far reflect the extent to which the stakeholders were involved. With respect to partnerships and ownership, the evaluation has determined that there is a need to refine the links in the results chain to improve sustainability. In order to ensure more sustainable results, more involvement is needed from national partners. For example, more effort needs to be devoted to creating better and stronger local partnerships through creating better links between the micro-level assistance for MSMEs (financial, technical and capacity strengthening, Outputs 2 and 3) and meso-level interventions (national and sub-regional level diagnostics and policies, Output 1). This will mean greater involvement on the part of governments and other local partners so that the results of the project can be owned and sustained by national partners after the funding ends. In addition, apart from bolstering the “bottom up” linkages involving MSMEs and SBDCs, the project could create better linkages between the policy dialogue sessions (Output 1) and MSME support mechanisms (Outputs 2 and 3), which might create more targeted demand for the new strategic tourism development plans and MSME training opportunities. Both approaches are needed when introducing new ideas, strategies and business models to MSMEs.

### ***MSMEs need continued support: training and capacity building***

The ministries responsible for small business, SBDCs and chambers of commerce were only marginally involved in the project, largely in the identification of MSMEs. In terms of sustainability, it will be important to involve the appropriate government departments and SBDCs in the continuation of training and follow-up initiatives. Most countries in the Eastern Caribbean have a number of institutions and programs geared towards assisting MSMEs. For example, Dominica has a Small Business Assistance Facility, a Small Business Grants program, and the government recently launched an MSME Loan Facility at the Agricultural Industrial and Development (AID) Bank to provide access to capital for business investment and expansion.<sup>39</sup> Grenada has the Grenada Investment Development Corporation, among others. Similarly, the Organization of American States (OAS), CDB and other regional development organizations have programs designed to assist small businesses with marketing, business development and access to finance. It is important that these programs and institutions be included in the project’s ecosystem, largely because the Future Tourism project created a series of novel and practical training programs that are needed across the board because of the focus on modern forms of digital/contactless payments, marketing through social media channels, among others.

### ***Sub-regional approach to capacity development, and data collection and analysis***

The pandemic illuminated a number of challenges for MSMEs in the region, and there is an ongoing need to help them navigate the challenges of the present economic environment. This includes collecting and analyzing data on MSMEs, and devising strategies for their continued involvement in the new market conditions and opportunities in the post-COVID era. Also, the Future Tourism project uncovered several underlying constraints that make it unrealistic to expect much participation or support from governments, largely because of their limited capacity and small size of government departments in the SIDS of the Eastern Caribbean and the accompanying resource and capacity constraints. As a result, there is a need to

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<sup>39</sup> <https://dominicanewsonline.com/news/homepage/homepage-carousel/government-of-dominica-launches-27m-small-business-loan-facility-at-aid-bank/>



develop a sub-regional approach to MSME support and development, in parallel to the country support mechanisms currently provided by national governments. Examples from Jamaica and the UWI indicate that there are advantages in developing a sub-regional approach for the Eastern Caribbean in the provision of business support, financing and research capabilities. Jamaica's JBDC provides similar types of support to MSMEs as Future Tourism, such as digital payments and marketing, and it operates out of 13 business support centres across the island in partnership with various stakeholders, including educational institutions and access to finance). Similarly, the new MSME Centre established at the Sagikor Cave Hill School of Business and Management at the UWI Cave Hill Campus is well placed to provide support to MSMEs and other actors because of the linkages to the Eastern Caribbean region. Ongoing training and support to a network of centres serving the Eastern Caribbean region could be provided in conjunction with the UWI Open Campus, which has demonstrated its capabilities through the Future Tourism project.

### ***New focus for Potential Phase 2***

A revised or extended project strategy would need to recognize the constraints and limitations at the MSME, national and community levels, and focus on creating a sub-regional solution to MSME development and support. This approach could include a limited, defined minor role for governments, such as deliberating on the most appropriate policy support mechanisms that will be needed for each country. Also, there are many more businesses that need to be supported in making the transition to the digital economy, particularly MSMEs at the base of the pyramid and those operating in the informal sector. With a potential expanded second phase of the project, UNDP will need to be more strategic in its distribution of training and grant funding, with more thought put into selecting the most appropriate beneficiaries (individuals, businesses), the type of MSMEs to be supported (micro, small, medium or large), and the most strategic sectors of the economy (agriculture, community tourism).

This focus is supported by the recommendations in the January 2021 independent Country Program Evaluation for Barbados and the Eastern Caribbean: "UNDP should maintain its strategic engagement in the Eastern Caribbean islands focused on mitigation of the countries' economic, social and environmental vulnerabilities, and with a stronger focus on inequality reduction and sustainable employment".

If UNDP decides to focus more on MSMEs at the base of the pyramid in the potential second phase, some changes will need to be made to the project's implementation practices: project activities will have to be based on more strategic, targeted and diagnostic considerations. Focusing project activities on this type of strategic and targeted assistance is important in providing incentives for MSMEs to register and join the formal sector by enabling them to take advantage of the many benefits that are available at the various entry points for technical and financial assistance – SBDCs, government programs, access to finance, etc. (as Jamaica and other countries are doing in the region). Also, the approach will have to involve more hands-on field visits, with more resources on the ground. Fortunately, as the COVID restrictions are being lifted, these design elements may now be possible.

Because of the nature of the interventions (providing training in new business developments to MSMEs), the impact of the potential second phase of the project will increase in proportion to the size of an extended project. There are many more MSMEs that could be supported in other sectors of the economy. In Ecuador, for example,

the MSME support program continued with a second phase, where UNDP started working with local governments and the private sector to support local programs, making connections with anchor firms and others. It worked well in Ecuador because they found different channels for the MSMEs to work with. This next phase is needed in the Future Tourism project, where it has been uncertain how well the guidelines and connections were disseminated or how to link the material on the website with the realities of MSMEs on the ground.

In the short term, for the initiatives funded under the potential second phase of project to continue to be successful, it is highly likely that donor financing will have to be continued

### Ratings

Ratings are based on criteria and indicators in the Evaluation Matrix, against which performance is assessed.

#### 1. Project Relevance and Design has been assigned a “Satisfactory” rating.

Code: S	<b>Satisfactory</b>	The standard was fully met and there were minor shortcomings	Value: 5
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- The project’s design was highly relevant in addressing the development challenges identified. There was a clear and logical consistency between inputs, activities, outputs and progress towards achievement of objectives (quality, quantity and time-frame). However, some important data on behavioural changes and results from UWIOC were not yet available, which hampered the assessment of project performance.
- The project was relevant in meeting the needs of the target beneficiaries, and the relevant stakeholders were adequately identified and their views and needs were considered in the design and implementation phases.

#### 2. Coherence has been assigned a rating of “Highly satisfactory”

Code: HS	<b>Highly satisfactory</b>	The standard was fully met and there were no shortcomings	Value: 6
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- The project has adequately addressed the needs of beneficiaries at the national and sub-regional levels, and is supported by government priorities and strategies.
- The project was appropriately aligned with UNDP’s mandate, SDGs, and thematic objectives at the national, regional and international levels.

#### 3. Effectiveness has been assigned a “Satisfactory” rating.

Code: S	<b>Satisfactory</b>	The standard was fully met and there were some minor shortcomings	Value: 5
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- **Achievements:** the project has largely achieved its output level objectives, with anticipated results in Output 1 (5 regional policy dialogues, 5 diagnostic studies), and greater than expected results in Outputs 2 and 3 (480 MSMEs

and 150 MSMEs).

- the project appears to be contributing to its expected outcomes in terms of increasing MSME's capabilities, but the M&E system has not tracked this adequately
- **Achievement factors:** the project is making the greatest progress in Output 2, development of the training courses for MSMEs, with greater than expected results. The project can build on these achievements by expanding the training to a greater number of MSMEs and in other sectors. The project has had some achievements in the policy dialogues (Output 1), however more investigation is needed to determine the level of acceptance of this policy advice among governments. The main constraining factors involve the project's short timeframe and limited resources, which can be overcome through an extension
- **Beneficiaries reach:** the project is reaching the targeted beneficiaries, which include the entire MSME ecosystem
- **Partnership quality/ownership:** UNDP and its implementing partners have contributed greatly to the project's outputs and outcomes, but more effort is needed in including national stakeholders (governments, SBDCs, etc.) to ensure sustainability of results
- **Impact contribution:** there has been some progress toward the impact, particularly in the ability of MSMEs to increase their earnings from tapping into new clients and markets

#### 4. Efficiency has been assigned a rating of "Mostly satisfactory"

Code: MS	<b>Mostly satisfactory</b>	The standard was partially met with some shortcomings	Value: 4
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The project was implemented quite efficiently, and cost savings were invested back into project activities for additional training of MSMEs (87) and ToTs (42). The project resources and inputs were well-planned and used to generate expected outputs in a cost-effective and timely manner as per project budgets and work plans, including performance of the management structure and coordination mechanisms, work planning and financial management. The project was creative in making adaptive responses to implementation challenges, especially related to COVID travel restrictions and face-to-face meetings.

- **Management systems:** The management structures, coordination mechanisms and roles and responsibilities operated as planned. However, more effort could have been devoted to strengthening partnerships with national institutions.
- **Implementation efficiency:** The project results were delivered with very good value for money, where experts and implementation partners were contracted to implement specific components. Innovative implementation strategies were utilized, which contributed to increased efficiency, especially with respect to cost savings on travel and virtual course attendance, which led to efficient and economic use of resources.
- **Delivery timeliness:** The outputs were largely delivered on time, with the exception of some delays in the government signing LoAs and disbursing some 20 grants to MSMEs
- **Monitoring & adaptive management:** As the project was conceived as an emergency relief effort, the monitoring system tended to track outputs rather than outcomes. The M&E system and indicators are being used to track outputs fairly effectively.
- The UWIOC developed a well-formulated monitoring system (Outcome Mapping) that was designed to track behavioural changes and effectiveness of training. But UNDP has not used this tool to track project implementation.
- **Co-financing:** 20 percent co-financing was arranged during project design (from CDB) which allowed more financial resources to be allocated to MSMEs
- **Implementation** was adequately arranged by UNDP and in keeping with the implementation modality (DIM) where the role of governments was limited in the LoAs to communication and disbursing grants
- **National systems:** The project did not use national systems for procurement and recruitment for project implementation, but national government systems for disbursement of grants to MSMEs were used for payments

**5. Sustainability** has been assigned a rating of “**Mostly satisfactory**”

<b>Code: MU</b>	Mostly satisfactory	The standard was partially met with some shortcomings	Value: 2
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- Few provisions were made to sustain the long-term financial, institutional and socio-economic results of the project. Few institutional, regulatory, financial and human resource or partnership measures were put in place to sustain the results and benefits after the project’s completion.
- **Strategies:** The only sustainability strategy put in place was a training of trainers component that trained 42 individuals to take over UWIOC’s MSME training program, which is not very feasible. More effort will need to be instituted in appropriate government departments and/or industry associations to maintain ongoing training and capacity development benefits to MSMEs and key national stakeholders.
- **Risk management:** The only risk to achievements and sustainability that was instituted was to have mentors monitor the use of the grants
- **Institutional sustainability:** Possible results from policy and regulatory assistance and other institutional support measures need to be put in place in order to continue the project benefits
- **Partner and stakeholder sustainability:** While stakeholders appear to support the project’s long-term objectives, the national and regional stakeholders need to be given the opportunity to transfer responsibility from the project team in order to ensure that project benefits continue to flow to beneficiaries. The project team needs to put measures in place to ensure the transfer of responsibility of project benefits to key stakeholders identified in the design phase (government departments, SBDCs, etc.).
- The project’s implementing partners and funding agencies are committed to providing continued support
- **Knowledge management:** The project team is disseminating information collected through project on a continual basis and is being shared with appropriate parties who could learn from the project. However, it is unclear what is to become of the MSME database that was established by the project (Output 2). In addition, the knowledge on policy dialogues and country diagnostic studies produced through Output 1 has been published and is available on UNDP’s website. However, more detailed investigations are needed in order for this information to be used to implement evidence-based and policy-driven programming

**6. Cross cutting themes** (including Gender, Human Rights, Governance) have been assigned a “**Satisfactory**” rating

<b>Code: S</b>	<b>Satisfactory</b>	The standard was partially met with some shortcomings	Value: 5
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- The project has contributed to or enabled progress toward a number of cross cutting themes:
- **Gender:** Gender mainstreaming and other social development factors were incorporated in the project through the targeting and involvement of female-owned MSMEs in implementation (77%). The project made progress in sustaining the social and economic resilience of female-owned/operated MSMEs through the introduction of digitization of business processes
- **Environment:** The project was not applicable to this category, but the activities did not pose an environmental risk or threat
- **Governance:** Management and monitoring mechanisms were suited to the project scope and complexity, as it was conceived as an emergency relief effort, although more focus on project outcomes could have been instituted
- Relevant counterparts from government and civil society were involved in project design and implementation to a limited degree, particularly as members of the project board

- The risks identified in the Social and Environmental Screening (SES) Checklist) were adequately managed, along with the assumptions and impact drivers
- The risks related to COVID-19 were well managed, as travel, training and meetings were arranged through virtual platforms
- **Other cross cutting issues:** Disability issues were not specifically considered

## 6.2 Recommendations

**1. UNDP and CDB should initiate a project extension or develop a new project that extends and expands the training and capacity building benefits to MSMEs in other sectors of the economy, such as agriculture.**

The Future Tourism project developed a novel and practical approach to MSME training and capacity building that is highly relevant to the region because of the focus on introducing modern forms of digital/contactless payments, marketing through social media channels, among others. In the potential second phase, UNDP should ensure more involvement of national partners in order to increase the likelihood of sustainable results. This would mean putting more emphasis on strategic, targeted and diagnostic considerations such as providing more support to MSMEs at the base of the pyramid. As such, the project activities should be based more on diagnostics with more strategic and targeted assistance. Plus, the approach should involve more hands-on field visits, and more resources on the ground. With the lifting of COVID restrictions, these more hands-on design elements may now be possible.

**2. UNDP should follow-up with targeted in-depth meetings with senior government officials and financial institutions to determine what policy changes will be made for tourism sector recovery and access to finance for MSMEs.**

In order to determine to what extent the knowledge produced under Output 1 can be utilized to implement evidence-based and policy-driven programming, UNDP needs to engage in high level meetings with policy makers. By determining to what extent governments intend to adopt or endorse the strategic level suggestions, UNDP will be able to set the tone for any changes in the tourism sector that are deemed to be relevant, as introduced by the project. This will enable the project to determine the outcome level objectives: if/how governments and the private sector have improved/changed their tourism policies, if/how they have improved their support mechanisms for MSMEs, and how the project can help to mobilize better support mechanisms for governments to coordinate their actions in the tourism sector, and/or provide better support to MSMEs.

**3. UNDP should share the results of the country-specific training and capacity development needs assessments with National governments and encourage the ministries responsible for small business to take ownership of the follow-up actions needed to address the gaps.**

It is important that the data collected in this project is utilized by national governments and industry associations to continue and expand on the training and capacity building initiatives delivered by the project. This will include ensuring that the lessons learned are shared with national institutions which can learn from the project. It will also include ensuring that the MSME database created for the project is maintained and used by relevant ministries and small business associations to follow-up on the training and capacity building needs for a number of years. It will also be necessary to ensure greater involvement of SBDCs (and CoCs) in any follow-up activities in order to determine the level of acceptance, adoption and therefore sustainability of project results. National governments need to take into consideration the results of the capacity assessments undertaken by UNDP and strive to fill the gaps and limitations associated with providing the necessary capacity strengthening needed by MSMEs, SBDCs and the Ministries of Tourism and Small Business in such a way that the results of the project will be more sustainable and owned at the national level.

**4. UWI Open Campus and UNDP should undertake a follow-up survey of MSMEs initially enrolled in the Future Tourism training programs to find out why so many participants dropped out.** This survey might provide some interesting revelations into the reasons for the drop-outs: for example was it because they lacked access to technology, issues associated with formal business licenses, lack of trust in government, expectations of incentives, etc.

**5. The M&E Monitoring Plan should be updated to track the project’s outcome level results, including the actions, influence and potential results of the Boundary and Strategic Partners** (governments, financial institutions, SBDCs, tourism marketing organizations, etc.). UNDP should build the capacity of the responsible government ministries and/or small business associations to be able to undertake more detailed investigations into the outcome level metrics and to track progress of the strategic results that could influence the behaviour and practice of MSMEs. This will increase the likelihood of determining whether the project is able to meet its outcome level objectives, for example the receptivity of governments to the policy changes, or whether the financial institutions are more willing to provide MSMEs with greater access to finance or to accommodate the financial needs of MSMEs by developing specific products or packages, etc. Tracking these strategic outcome level results will involve in-depth interviews with government policy makers and financial institutions to determine what policy changes will be made, if any. It will also entail involving SBDCs more specifically in the project’s follow-up activities to determine the level of acceptance, adoption and therefore sustainability of project results. For example, following UWIOC’s OM methodology, the project team should track the extent to which SBDCs/CoCs are willing to become ambassadors and mentors to provide technical support to tourism MSMEs, including providing a network or group of tourism MSMEs within each SBDC/CoC. Similarly, with the organizations responsible for tourism marketing and management, there is a need to determine the extent to which they are willing to engage with MSMEs, to provide technical support or organize ongoing training for MSMEs in the tourism sector, institute a reward or recognition programs for MSMEs, etc. A potential second phase of the project will enable the project team to strengthen the capability of industry associations to undertake sector monitoring involving the benefits and participation of MSMEs.

**6. UNDP and UWIOC should explore the possibilities of supporting the establishment of a sub-regional MSME Centre that can provide business support services, financing and research capabilities for the benefit of MSMEs in the Eastern Caribbean.** Similar examples in the region include JBDC and the UWI which provide training and other business support services in partnership with various stakeholders, including educational institutions and access to finance. UWIOC and UNDP should investigate the extent to which the Jamaican and the UWI MSME support centre examples would be able to provide the appropriate support for MSMEs in the Eastern Caribbean and help sustain the initiatives started under the Future Tourism project.

**Recommendations Table**

Rec #	Recommendations	Entity Responsible	Time Frame
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<b>A</b>	<b>Category 1: Funding agencies</b>		
A.1	Initiate a project extension or develop a new project that extends and expands the training and capacity building benefits to MSMEs in other sectors of the economy, such as agriculture	UNDP and CDB	1 year
<b>B</b>	<b>Category 2: Implementing agencies</b>		
B.1	Follow-up with targeted in-depth meetings with senior government officials and financial institutions to determine what policy changes will be made for tourism sector recovery	UNDP, CTO	2 months
B.2	Undertake a follow-up survey of MSMEs initially enrolled in the Future Tourism training programs to find out why so many participants dropped out	UWI Open Campus and UNDP	2 months
B.3	The M&E Monitoring Plan should be updated to track the project's outcome levels results, including the actions, influence and potential results of the Boundary and Strategic Partners (governments, financial institutions, SBDCs, tourism marketing organizations, etc.)	UNDP and UWI Open Campus	6 months
<b>C</b>	<b>Category 3: National partners</b>		
C.1	Share the results of the country-specific training and capacity development needs assessments with National governments and encourage the ministries responsible for small business to take ownership of the follow-up actions needed to address the gaps.	UNDP	6 months
C.2	Explore the possibilities of supporting the establishment of a sub-regional MSME Centre that can provide business support services, financing and research capabilities for the benefit of MSMEs in the Eastern Caribbean.	UNDP and UWI Open Campus	1 year



### 6.3 Lessons Learned

The lessons learned from the project design and implementation can assist in defining the extension or potential second phase of the project, and/or developing a new project of a similar nature in the future. The following broad themes have been summarized based on the conclusions above, the lessons documented in the monitoring reports, and input from staff and stakeholders.

The project, designed as a rapid COVID response initiative, has provided lessons in determining how far online training and mentoring of MSMEs can go in the short term when attempting to introduce new business operations by switching from an in-person model to a virtual model featuring digital payments and other modern business methods. The success of the initiative in a very short timeframe is an indication of the need for extending similar changes in the entire MSME ecosystem in the Eastern Caribbean.

Also, lessons were provided on the utility of the training courses, which were better suited to participants at the advanced levels than those in the fundamental groups. This effectively widens the “digital gap” for MSMEs at the base of the pyramid, a gap that needs to be narrowed in a subsequent phase of the project.

The project has shown the limitations of emergency response initiatives that focus on achievements at the output level, as opposed to focusing on longer-term capacity building needed by MSMEs and/or national levels. But this is largely due to the urgent nature of implementation arrangements.

The project has also shown the advantages of UNDP’s role in managing a regional initiative of this nature that is supporting similar national efforts within a group of SIDS with different levels of capacity, where the alternative would be separate projects managed at the national level, with disparate and varied coordination mechanisms.

The pandemic highlighted a number of challenges (digital gap) that had been quietly affecting the MSME sector, and the project responded to the need by rapidly closing the gap. The project’s response has highlighted the need for national governments to take a closer look at the many different levels and layers of support mechanisms required by MSMEs (policy, training, access to finance, etc.), as local entrepreneurs make significant contributions to national income and employment. The project also highlighted the utility of the different types of MSMEs, where some add value to the community tourism product and others simply rely on catering to the tourism sector (cruise ships). The lessons from Output 1 can encourage governments to focus on targeting tourism policies that benefit local communities and MSMEs at the base of the pyramid.

## **Annexes**

- Annex 1 Terms of Reference**
- Annex 2 Code of conduct signed by evaluator**
- Annex 3 List of Documents Reviewed**
- Annex 4 List of Contacts**
- Annex 5 Survey of National Focal Points**
- Annex 6 Complementarity with other funds available for COVID-19**
- Annex 7 Summary of Sectoral Experience and Qualifications of Evaluation Consultant**
- Annex 8 Results Framework**
- Annex 9 Evaluation Matrix**

## Annex 1 – Evaluation Terms of Reference

### Terms of Reference for ICs and RLAs through /GPN Express

**Services/Work Description:** The Consultant is expected to identify the outputs produced and the contributions to results at outcome level and positive or negative changes produced along the way, including possible unexpected results. The consultant through the evaluation will also seek to identify key lessons learned and best practices.

**Project/Program Title:** UNDP Future Tourism Project: Rethinking Tourism and MSMEs in times of COVID-19

**Consultancy Title:** Project Evaluator

**Duty Station:** Remote work

**Duration:** 1.5 months

**Expected start date:** 20 April 2022

#### 1. BACKGROUND

The “[FUT-Tourism: Rethinking Tourism and MSMEs in times of COVID-19](#)” project was established by the United Nations Development Program (UNDP) in Barbados and the Eastern Caribbean in January 2021, to revamp the tourism sector through regional dialogues and policy solutions, and technical and financial assistance for Micro, Small, and Medium Enterprises (MSMEs) within the sector. The following 10 countries and territories in the Eastern Caribbean are being targeted: Anguilla, Antigua and Barbuda, Barbados, the British Virgin Islands, Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Lucia and Saint Vincent and the Grenadines.

The project, which spans from January 2021 to June 2022, aims to technically and financially support MSMEs that are directly or indirectly linked to the tourism sector and have been significantly impacted by the COVID-19 pandemic. With gender equality and empowerment of women at its core, the project seeks to promote economic diversification, job creation and resilience with the “[Blue Economy for Green Islands](#)” approach in the tourism sector thereby boosting recovery and supporting the digitally enabled transformation of the business processes and value chains of MSMEs.

#### Project Outputs

**Output 1:** Regional dialogues and policy solutions for the tourism sector enhanced through sub-regional and national diagnostics using consultative and participatory approaches:

Output 1.1: This output will create regional dialogues bringing together governments, regional organizations, big tour operators and anchor companies with MSMEs and other relevant stakeholders.

Output 1.2: Building on 1.1, this output seeks to develop or enhance country-specific diagnostics in at least 5 countries or territories, and one sub-regional analysis for the Eastern Caribbean. Consultations will provide data and compile information on the current situation, existing policies, ongoing efforts, needs, trends, scenarios and opportunities that could have a catalytic impact on the sector.

**Output 2:** Technical support for MSME retooling and access to markets within tourism value chains:  
Focuses on the development of environmentally sustainable value chains with an inclusive business approach where MSMEs, women-owned businesses, producers’ associations and cooperatives that operate either as suppliers, manufacturers, distributors and/or commercial channels receive the support required to adapt to the new market conditions.

**Output 3:** Financial assistance for the economic recovery of MSMEs affected by the impact of COVID-19:  
The project will provide grants to MSMEs to facilitate strategic investments and to further support

resilience recovery from the impact of COVID-19. This may include investments to repurpose production facilities to manufacture high demand goods and services related to the tourism industry and/or transition from an in-person, physical interaction business model to a virtual and online one.

In this context, UNDP is seeking to engage an IC to conduct a final project evaluation to identify the key lessons learned and project best practices.

See Annex 1 for further project details, Annex 6 and 7 for the Results Project Framework and Theory of Change.

## 2. SCOPE OF WORK, RESPONSIBILITIES AND DESCRIPTION OF THE PROPOSED WORK

The Consultant will identify the outputs produced and the contributions to results at outcome level and positive or negative changes produced along the way, including possible unexpected results. The evaluation will also seek to identify the key lessons learned and best practices as well as offer concrete recommendations for the both the Implementing Partners and UNDP.

### Evaluation Criteria

Using OECD Criteria-DAC criteria as well as [the UNDP Quality Standards for Programming](#) as a guide, the below evaluation criteria that will be used to assess the project is:

Criteria	Description
<b>Relevance</b>	Is the Intervention doing the right things? The extent to which the intervention objectives and design respond to global and national needs, policies and priorities and those of beneficiaries and partner institutions, and continue to do so as circumstances change
<b>Coherence</b>	How well does the intervention fit? The compatibility of the intervention with other interventions in a country, sector or institution.
<b>Effectiveness</b>	Is the intervention achieving its objectives? The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.
<b>Efficiency</b>	How well are resources being used? The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.
<b>Sustainability</b>	Will the benefits last? The extent to which the net benefits of the intervention continue or are likely to continue.

Key UNDP Standards assessed within this evaluation:

- **Strategic:** Programming priorities and results contribute to the Sustainable Development Goals (SDGs), are consistent with the UNDP Strategic Plan and are aligned with United Nations Sustainable Development Cooperation Framework ('Cooperation Framework'). Programs and projects are based on clear analysis backed by evidence and theories of change. The latter justify why the defined approach is most appropriate and will most likely achieve, or contribute to, desired development results along with partner contributions. The role of UNDP vis-à-vis partners is deliberately considered. New opportunities and changes in the development context are regularly reassessed, with any relevant adjustments made as appropriate.
- **Relevant:** Programming objectives and results are consistent with national needs and priorities, as well as with feedback obtained through engaging excluded and/or marginalized groups as relevant. Programming strategies consider interconnections between development challenges and results. A gender analysis is integrated to fully consider the different needs, roles, and access to/control over resources of women and men; appropriate measures are taken to address these when relevant. Programs and projects regularly capture, and review knowledge and lessons learned to inform design, adapt and change plans and actions as appropriate, and plan for scaling up.

- **Principled:** All programming applies the core principles of Leave No One Behind, Human Rights, Gender Equality and Women’s Empowerment, Sustainability and Resilience and Accountability. Social and environmental sustainability are systematically integrated. Potential harm to people and the environment is avoided wherever possible, and otherwise minimized, mitigated and managed.
- **Managed and Monitored:** Outcomes and outputs are defined at an appropriate level, are consistent with the theory of change, and have SMART, results-oriented indicators, with specified baselines and targets, and identified data sources. Gender-responsive, sex-disaggregated indicators are used when appropriate. Relevant indicators from the Strategic Plan’s Integrated Results and Resources Framework (IRRF) have been adopted in the program or project results framework. Comprehensive, costed monitoring and evaluation plans are in place and implemented to support evidence-based management, monitoring and evaluation. Risks, in terms of both threats and opportunities, are identified with appropriate plans and actions taken to manage them. Governance of programs and projects is defined with clear roles and responsibilities and provides active and regular oversight to inform decision-making.
- **Efficient:** Programming budgets are justifiable and valid, and programming design and implementation includes measures to ensure efficient use of resources. The size and scope of programs and projects are consistent with resources available and resource mobilization efforts. Plans include consideration of scaling up and links with other relevant initiatives to achieve greater impact. Procurement planning is done early and regularly reviewed. Monitoring and management include analysis of and actions to improve efficiency in delivering desired outputs with the required quality and timeliness, such as country office support to national implementation modalities.
- **Effective:** Programming design and implementation are informed by relevant knowledge, evaluation and lessons learned to develop strategy and inform course corrections. Targeted groups are systematically identified and engaged, prioritizing the marginalized and excluded. Results consistently respond to gender analysis and are accurately rated by the gender marker. Managers use monitoring data for making decisions that maximize achievement of desired results. South-South and triangular cooperation are used, when relevant, and captured in the results framework. Required implementing partner assessments have been conducted, and the implementation modality is consistent with the results.
- **Sustainable and Has National Ownership:** Programming is accomplished in consultation with relevant stakeholders and national partners, who are engaged throughout the programming cycle in decision-making, implementation, and monitoring. Programming includes assessing and strengthening the capacity and sustainability of national institutions. A strategy for use of national systems is defined and implemented, if relevant. Monitoring includes use of relevant national data sources, where possible. Sustainability of results is accomplished through tracking capacity indicators and implementing transition and scale-up plans.

The full evaluation matrix and sample questions are available in **Annex 2**.

## Methodology

The methodology used for this final evaluation is based on the UNDP evaluation methodology as defined in the [UNDP Evaluation Guidelines](#) and described in [the UNDP Guide to Planning, Monitoring and Evaluation for Development Results](#). The suggested approach to conduct the work is as follows

- **Desk review:** Review of activity and performance reports as well as available analyses. Evaluators will review all relevant sources of information, such as the project document, progress reports, project board meetings reports and any other documents they deem useful for this evidence-based assessment. All needed documentation can be obtained directly from the Project Coordinator.
- Consultations with project contacts from across Barbados and the Eastern Caribbean countries via online mediums. Consultations should include those key stakeholders mentioned below as a minimum:
  - Project Team
  - UWI Open Campus and Frankfurt School representatives
  - High level officials from Ministries of Tourism and Ministries of Finance/Development

- Government representatives from investment promotion agency in Antigua & Barbuda
- Government oversight representatives
- Select beneficiaries who received grants to support their business operations (MSMEs)

A full list of key stakeholders including relevant contact information will be provided post contract award.

- The evaluator is expected to frame the evaluation effort using the criteria of **strategic, relevance, principled, management and monitoring, efficient, effective, sustainability and national ownership**

#### Ratings Scale and Recommendations Table

The final evaluation report should contain a rating for each of the areas assessed using the scale immediately below.

Code	Rubric for assigning rating to Effectiveness Efficiency, Impact, Managed and Monitored, Principled, Relevance		Value
HS	Highly satisfactory	The standard was fully met and there were no shortcomings	6
S	Satisfactory	The standard was fully met and there were minor shortcomings	5
MS	Mostly satisfactory	The standard was partially met with some shortcomings	4
MU	Mostly unsatisfactory	There were significant shortcomings in the standard	3
U	Unsatisfactory	There were major shortcomings in the standard	2
HU	Highly unsatisfactory	There were severe shortcomings in the standard	1
N/A	Not Applicable	Not Applicable	unscored
Code	Rubric for assigning rating to Sustainability		Value
L	Highly satisfactory	The standard was fully met and there were no shortcomings	4
ML	Satisfactory	The standard was fully met and there were minor shortcomings	3
MU	Mostly satisfactory	The standard was partially met with some shortcomings	2
U	Mostly unsatisfactory	There were significant shortcomings in the standard	1
U v/A	Not Applicable	Not Applicable	unscored

Recommendations must also be included in the report based on the recommendations table below

#### Recommendations Table

Rec #	TE Recommendations	Entity Responsible	Time Frame
<b>A</b>	<b>Category 1</b>		
A.1	Key recommendation		
A.2			
<b>B</b>	<b>Category 2</b>		
B.1	Key recommendation		
B.2			
<b>C</b>	<b>Category 3</b>		
C.1	Key recommendation		
C.2			

#### EVALUATION PRODUCTS (DELIVERABLES)

Inception Report (5 to 10 pages)

The consultant will present the context of the mission, the methodology of conducting the mission, the methodology of data collection and analysis, the chronogram of conduct of the mission. This report should contain a detailed workplan, including a revised schedule of key milestones, deliverables and responsibilities, including the evaluation phases (data collection, data analysis and reporting); an evaluation schedule, an evaluation matrix (see **Annex 2**) that sets out, for each evaluation criterion, the questions, and sub-questions to which the evaluation will provide an answer based on it, but not limited to the descriptions defined in the scope of the evaluation. The evaluation matrix should specify for each question, the data to be collected that will inform it as well as the methods to be followed for the collection of this information. A sample inception report outline is shown in **Annex 3**.

#### **Presentation of preliminary findings to MCO counterparts and key stakeholders**

The consultant should prepare a presentation with preliminary findings to key stakeholders and MCO counterparts prior to preparing the draft evaluation report on initial findings. This will allow for any needed interventions prior to the submission of the draft report.

#### **Draft Evaluation Report (Approximately 20 to 40 pages including executive summary)**

Report should identify the key findings based on the methodology and guiding questions identified above. The consultant is expected to include concrete recommendations out of the findings of their evaluation for the IP and/or UNDP to institute upon their agreement. The format for the draft and final reports is shown as **Annex 4**. Each paragraph in the draft **and** final reports is to be numbered. The draft evaluation report will be reviewed by UNDP and key partners as well as country focal points during the period.

#### **Final evaluation report and Audit Trail (Approximately 20 to 40 pages including executive summary)**

The final Evaluation report must be an updated version based on comments and suggestions by UNDP and key counterparts emanating from the draft report. It is expected that the final evaluation report would be shared with UNDP electronically.

**The reports shall be written and structured in English in a way that they can also be read and edited independently from the final evaluation report. All reports produced must be in modifiable word format, Times New Roman 12-point font, numbered paragraphs and pages. All images should also be compressed.**

**All evaluation products need to address gender, disability, and human rights issues.**

#### **Evaluation Review Process**

Comments, questions, suggestions, and requests for clarification on the evaluation draft should be provided in an evaluation “audit trail” document (**template provided in Annex 5**) with the evaluator or evaluation team replying to the comments through this document. If there is disagreement in findings, these should be documented through the evaluation audit trail and efforts made to come to an agreement. Please note that the evaluation audit trail is not part of the evaluation report and is not a public document but is part of the process for completion of the evaluation report.

#### **Evaluation Ethics<sup>40</sup>**

This evaluation will be conducted in accordance with the principles outlined in the [UNEG ‘Ethical Guidelines for Evaluation’](#). The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.

Evaluation consultants will be held to the highest ethical standards. UNDP requests that evaluators read carefully, understand and sign the [‘Code of Conduct for Evaluators in the United Nations system’](#), which may be made available as an attachment to the evaluation report. Follow this link: <http://www.unevaluation.org/document/detail/100>

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40 [Detail of UNEG Code of Conduct for Evaluation in the UN system \(unevaluation.org\)](#)

It is also required to sign a pledge of ethical conduct upon acceptance of the assignment. The Pledge can be downloaded from <http://www.unevaluation.org/document/download/3683>.

### 3. EXPECTED OUTPUTS AND DELIVERABLES

No.	Deliverable/Output	Proposed Completion Deadline	Percentage Payment
1	<b>Deliverable 1:</b> Inception Report	Two (2) weeks after signature of the contract	10%
2	<b>Deliverable 2:</b> Presentation of preliminary findings to UNDP counterparts and key stakeholders	Four (4) weeks after signature of the contract	20%
3	<b>Deliverable 3:</b> Draft Evaluation report	Six (6) weeks after signature of the contract	20%
4	<b>Deliverable 3:</b> -Final Evaluation Report. Delivery of an audit trail detailing how questions, clarifications and questions have been addressed from the draft report, this should be a separate document and not included in the final report.	Seven (7) weeks after signature of the contract	50%

### 4. INSTITUTIONAL ARRANGEMENTS/REPORTING LINES

The project will be directly implemented by UNDP Barbados and the Eastern Caribbean Multi-Country Office. UNDP will apply the principle of Quality Management, by streamlining all internal working procedures, organizational structures and establishing standardized feedback and improvement mechanisms.

The consultant will report directly to the Monitoring and Evaluation Specialist, in collaboration with the Head of Cluster Prevention Recovery and Resilience and ultimately to the UNDP Deputy Resident Representative if required.

#### Project Details

<b>Project Title</b>	UNDP Future Tourism Project: Rethinking Tourism and MSMEs in times of COVID-19
<b>Output #</b>	00125263 & 00138337
<b>Beneficiary Countries</b>	Anguilla, Antigua & Barbuda, Barbados, the British Virgin Islands, the Commonwealth of Dominica, Grenada, Montserrat, Saint Kitts & Nevis, Saint Lucia and Saint Vincent & the Grenadines.
<b>Region</b>	Caribbean
<b>Date Project document signed</b>	8 November 2021
<b>Project Start Date</b>	1 February 2021
<b>Project End Date</b>	30 June 2022
<b>Project Budget</b>	USD 1,883,399
<b>Project Expenditure at time of Evaluation</b>	USD 1,459,399
<b>Donor</b>	UN Development Fund



	Caribbean Development Bank
<b>Implementing Partner</b>	UNDP

## Annex 2 – Signed Code of Conduct

### United Nations Evaluation Group – Code of Conduct for Evaluation in the UN System

#### Evaluation Staff Agreement Form

To be signed by all staff engaged full or part time in evaluation at the start of their contract.

Agreement to abide by the Code of Conduct for Evaluation in the UN System

*Name of Staff Member:*

**Stuart Black**

\_\_\_\_\_

I confirm that I have received and understood, and will abide by the United Nations Evaluation Group Code of Conduct for Evaluation.

Signed at: (place) on (date): Vancouver, Canada, 3 June 2022



Signature: \_\_\_\_\_

**Final Evaluation Report for** (Re-thinking Tourism and MSMEs in the times of COVID-19:

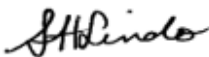
Project number: 00138337)

**Reviewed and Cleared By:**

**Commissioning Unit (M&E Focal Point)**

Name: Sacha Hill Lindo

Signature:



Date: August 29, 2022

## Annex 3 – Documents Reviewed and Consulted

### PROJECT DOCUMENTS

- UNDP Project Document (*Future Tourism: Grant Support to MSMEs for COVID Recovery*) with annexes
- Project Proposal for *FUT-Tourism: Rethinking Tourism and MSMEs in times of COVID-19*
- PAC Meeting Report – *Future Tourism Grants Support to MSMEs for COVID-19 Recovery*
- Annex 3 – Project Risk Register
- Annex 4 – PPM Programming Standards and Principles, Social and Environmental Screening
- Annex 1 – PPM Programme Quality Assurance, Project QA Assessment (Design and Appraisal)

### PROJECT MONITORING DOCUMENTS

- Project Monitoring and Evaluation (M&E) Plan with associated budget
- Annual and Quarterly Progress Reports (Q1-Q4 2021, Q1 2022)
- Minutes of Project Board meeting (27 Jan 2022)

### FINANCIAL DOCUMENTS

- AWP 202022 AWP\_00128497\_20220303
- AWP 202022/AWP\_00125263\_20220303

### PROJECT OUTPUTS

- Output 1 – Future Tourism Regional Policy Dialogues Summary Report
- Draft Subregional Report (Feb 02 2022)
- Output 2 – Inception Report UNDP UWI/FS FUT-Tourism MSMEs Eastern Caribbean (03.06.2021)
- DRAFT UWI-FS-UNDP Future Tourism Project - Second Contract Deliverables
- MSMEs Eastern Caribbean Open Training Curriculum & Technical Assistance, working doc (08.06.2021)
- ToT Pulse Survey and ToT Participants list
- Carla Gomez Reports 1, 2 and 3
- FUT-Tourism MSMEs Selection Criteria (27.05.2021)
- MSME Final Report, Zain Kazmi Deliverables 1, 2, 3, & 4 (31.12.21)
- MSME Mentorship Evaluation Survey Results
- MSMEs DataBase RAWDATA
- MSME Mentorship Survey Results RAWDATA
- Output 3 – FINAL GRANT LIST (25.05.22)
- Activity Report Miguel Morales (March 2022)
- Communication Progress Report K Yearwood

### MSME Related Documents

- Report – ICPE Barbados and the Eastern Caribbean
- OAS Launches SBDC Network in BBDs
- OAS SBDC Project Caribbean 2012
- OECS MSMEs in the Region
- UNDP UWI Frankfurt School support MSMEs digitalization

### COVID Documents

- UNDP-TR-COVID19-RESPONSE-ENG
- UNDP Support MSMEs in Grenada COVID-19
- Support to MSMEs UNDP's Future-Tourism Project
- undp-bb-Future-Tourism-Rethinking-Tourism-and-MSMEs-in-times-of-COVID-19

- ILO Study Tourism in Caribbean Covid 2020

#### **Tourism Documents**

- Caribbean Sustainable Tourism Policy Framework 2008
- Indigenous Tourism Transforming Communities through Tourism
- Compete Caribbean Consumer Research on WTP for CBT activities-Sept.2019
- Innovation for Tourism Expansion and Diversification - Market Ready Model
- *Tourism sector in the English- and Dutch- speaking Caribbean: An overview and the impact of COVID-19 on growth and employment*, by Nadimah Mohammed, Independent Policy Research Consultant and Diego Rei, ILO Employment and Labour Market Policies Specialist, 2020, P. 13 [https://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-port\\_of\\_spain/documents/publication/wcms\\_753077.pdf](https://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-port_of_spain/documents/publication/wcms_753077.pdf)
- ECCB Tourism stats: <https://www.eccb-centralbank.org/statistics/tourisms/comparative-report>

## Annex 4 – List of Contacts for Interviews and Surveys

No.	Name	Organization/Department	Location	Gender
<b>Beneficiary Government Department</b>				
1	Chanelle Petty Barrett	Ministry of Economic Development Investment, Commerce, Information Technology & Natural Resources	Anguilla	F
2	Jacqueline Pollard	Ministry of Tourism, Senior Tourism Development Officer	Barbados	F
3	Novelette Morton	Ministry of Tourism, Senior Tourism Projects Officer	St Kitts & Nevis	F
4	Stanza Deligny*	Department of Economic Development, Tourism Economist	St Lucia	F
5	Micah Walter*	Ministry of Tourism, Tourism Officer	Dominica	M
<b>Implementing Agency</b>				
6	Sacha Lindo	UNDP, Monitoring and Evaluation Associate	Barbados	F
7	Marlon Clarke	UNDP, Program Analyst, Prevention, Recovery and Resilience (PRR)	Barbados	M
8	Miguel Guirao	UNDP, Project Coordinator	Barbados	M
9	Zain Kazmi	UNDP, MSME expert	London, UK	M
10	Mariama Omokaro Trotman	UNDP, Project Assistant	Barbados	F
11	Jamie-lee Rocke	UWI Open Campus, Officer in Charge, Continuing & Professional Education Centre	Belize	F
12	Joyelle Cameron	UWI Open Campus	Trinidad	F
13	Dr Michelle McLeod	UWI Tourism Expert	Jamaica	F
14	Irene Loder	Frankfurt School of Management, MSME Expert	Frankfurt, Germany	F
15	Carla Gomez	Former UNDP MSME Expert	New York, USA	F
16	Amanda Charles	CTO, Sustainable Tourism Specialist	Barbados	F
17	Annie Bertrand	UNDP Tourism Consultant	Montreal	F
<b>Funding Agency/Partner</b>				
18	Michel Thomas	CDB, Operations Officer (CTCS)	Barbados	M
				Total Female/Male 16 F/4 M
19-20*Submitted survey by email (St Lucia); submitted comments in presentation of findings meeting (Dominica)				2
<b>Total Respondents</b>				<b>20</b>

**Annex 5 – Summary of Survey Responses by National Focal Points  
June 2022**

**To: Future Tourism Project Implementation Team and National Contacts**

**1. Achievements:** In which areas is the project having the *most progress*?

- *The project is having the most impact in Tours and Food and Beverage*

**2. Strengths:** What have been the *main factors contributing* to this progress? How can they be strengthened if necessary?

- *The project is having the most progress in the Tours and Food and Beverage areas because most grantees who agreed to be part of this project were from these areas*

**3. Achievement constraints:** In which areas is the project having the *least progress*? Why?

- *The project is having the least progress in the cruise industry and other key sectors in the tourism sector. This is due to the broad way in which the project was promoted and the types of businesses that opted to sign up.*

**4. Issues.** Have you encountered *any operational issues* in implementing the project? If so, please identify them with any background information.

- *There were issues with the exchange rate conversion and the collection method for some businesses without bank accounts.*

- *with regards to efficiency, the program is moderately efficient... because we have always been requesting information rather than the program being proactive to make the information available in a timely fashion. Furthermore, we are still in the dark as it relates to the M&E for the cohort 1 beneficiaries.*

**5. Strategy.** Are any adjustments or refinements to the project strategy needed to achieve the project results?

- *No*

## Annex 6: Complementarity with other funds available for COVID-19

The Future Tourism initiative will address opportunities identified in the ongoing COVID-19 response program in Barbados and the Eastern Caribbean. Almost US\$ 3 million have been mobilized and an additional US\$ 4.5 million have been pre-approved by Japan (confirmation pending). Complementarity is evident in the existing and proposed projects of the MCO and is designed to contribute to the recovery of the countries.

Table 8: Showing UNDP Barbados projects contributing to Covid recovery

<b>Funding source Duration</b>	<b>Amount (USD)</b>	<b>Purpose of / period covered by Funding</b>
RRF - 6 months from March to Sept 2020	755,000	Resources were instrumental in providing immediate support to countries in the Eastern Caribbean focusing on 3 pillars: <ul style="list-style-type: none"> <li>• Socio-economic impact analysis and SURGE support – 8 social and economic assessment reports completed with 3 currently published. In addition, SURGE support has been launched in BVI</li> <li>• Economic Transformation of Micro, Small and Medium-sized enterprises (MSMEs) - #eFUTURE guides which are digitally disseminated via MCO website, social channels, email networks and WhatsApp; Digital toolkit which received over 200 signs up for this free course; Creation of WiFarm and WiFish digital portals; FarmFinder onboarding to e-commerce platform</li> <li>• Economy Recovery of MSMEs in BVI, Barbados, Montserrat and Grenada that have received grant support to jump start economic recovery interventions in these countries</li> <li>• Resilient health systems to respond to COVID-19, including health procurement support</li> </ul>
Barbados & the Eastern Caribbean Economic Recovery Support - Proposed: January 2021 – December 2022	4,500,000	In response to the needs of 7 countries in the Eastern Caribbean this project aims to support the efforts of governments to accelerate and enhance the impact of COVID-19 recovery interventions, with focus on supporting MSMEs, youth entrepreneurship and workforce, strengthening of value chains and improving access to goods as well as the promotion of food security in the Caribbean
Strengthening national health capacities and reducing negative socio-economic impacts of the COVID-19 crisis in Antigua and Barbuda. - 1 May – 30 April 2021	1,000,000	Strengthening national health capacities and reducing socio-economic negative impacts of the crises in Antigua and Barbuda through procurement of PPEs; support to assess the socio-economic and human development impacts of the crises and e-commerce services developed for MSMEs and other businesses
Strengthening national health capacities and reducing negative socio-economic impacts of the COVID-19 crisis in Grenada. - 1 year	423,000	The project will seek to strengthen the capacity of the health sector to provide improved infectious diseases health services to highly vulnerable persons and communities and support to social services department through targeting those women most in need for low value rent support
InMotionDigital Ecuador		See Report #2 by Carla Gomez, page 9

## Annex 7 – Summary of Sectoral Experience and Qualifications of Evaluation Consultant

**Stuart Black** (Vancouver, Canada) has extensive experience leading multi-country evaluation assignments involving teams of national and international consultants. He has lived and worked throughout the Caribbean, including long-term assignments in Jamaica, Barbados and Dominica, and short term assignments in virtually all countries in the Caribbean, including Suriname, Belize, St Vincent & the Grenadines, Guyana and St Kitts & Nevis. His sectoral experience includes agriculture, tourism, sustainable livelihoods, climate change adaptation, the environment, youth, and MSME development: handicrafts and tourism; business incubators; agriculture and tourism; youth employment in agriculture; sustainable livelihoods in parks and protected areas; value chain in the cocoa sector; poverty reduction in inner city neighbourhoods through local development projects and social interventions such as skills training, income generation, employment and behaviour modification.

### Country and Regional Experience

<b>Caribbean</b>	Anguilla, Antigua & Barbuda, Barbados, Belize, BVI, Cayman, Dominica, Jamaica, Guyana, Grenada, Honduras, Montserrat, St Kitts & Nevis, St Lucia, St Vincent & Grenadines, Suriname, Trinidad & Tobago, Turks & Caicos
<b>Africa</b>	Kenya, Liberia, Lesotho, Namibia, Nigeria, Uganda, Sierra Leone, Tanzania, Zanzibar, Zimbabwe, Somalia, South Africa
<b>Asia / Pacific</b>	Tuvalu, Maldives, Timor Leste, Samoa, Thailand, Bangladesh, China, India, Indonesia, Malaysia, Nepal, Pakistan, Philippines, Sri Lanka, Vietnam
<b>Europe</b>	Albania, Bulgaria, Croatia, Czech, Estonia, France, Hungary, Latvia, Lithuania, Macedonia, Netherlands, Poland, Slovakia, Turkey, UK, Ukraine



## Annex 8 – Project Results Framework

EXPECTED OUTPUTS	OUTPUT INDICATORS <sup>41</sup>	BASELINE		MILESTONES AND TARGETS						
		Value	Year	2021				2022		Total
				Q1	Q2	Q3	Q4	Q1	Q2	
<b>Output 1:</b> National and sub regional diagnostics of tourism sector, identification of policy-level solutions and stakeholders' dialogue	1.1 Number of programs approved by government for implementation to enable immediate pivot and adaptation for transforming the tourism industry <i>UNDP will be the responsible party and results will be verified by the number of published documents that are available to government</i>	0	2020	0	1	3	0	0	0	4
<b>Output 2.</b> Technical support for MSME retooling and access to markets within tourism value chains	2.1 Number of MSMEs that have received training to adjust their business model to the new market needs <i>This indicator should be reported disaggregated by sex.</i>	32*	2020	0	60	80	80	80	0	300
	2.2 Number of MSMEs that have digitized at least one key business process related to information management, logistics, inventory management or other <i>UNDP will be the responsible party and results will be verified through newspaper articles and government reports</i>	0	2020	0	20	30	30	20	0	100
	2.3 Percentage of targeted persons demonstrating new skills to allow access to markets within tourism value chains disaggregated by sex <i>UNDP will be the responsible party and results will be verified by the number of persons re-skilled. UNDP will be the responsible party and results will be verified through newspaper articles and government reports</i>	0	2020	0	65%	65%	65%	65%	0	65% 32.5, 32.5
	2.4 Number of MSMEs that have digitized by end-of-project (it means digitized at least two core business processes (E.g. online promotion, online delivery services and online payments). <i>UNDP will be the responsible party and results will be verified through newspaper articles and government reports</i>	0	2020	0	10	20	20	10		60
<b>Output 3.</b> Financial assistance for economic recovery of MSMEs affected by the impact of COVID 19	3.1 Number of businesses receiving direct cashflow support, disaggregated by size and ownership disaggregated by business type and ownership <i>UNDP will be the responsible party and results will be verified through government reports. Interviews with key beneficiaries</i>	32*	2020	0	20	45	15	0	0	80 (40 micro/sole proprietorships, 40 women-owned/operated)

41 It is recommended that projects use output indicators from the Strategic Plan IRRF COVID-19 indicators, as relevant. Due to the nature of the COVID-19 response work, quarterly milestones and targets are recommended. Monitoring will be conducted using the COVID-19 Monitoring Dashboard. Reporting will be streamlined into the COVID-19 reporting exercise (mini-ROAR and COVID-19 indicators.) No separate reporting will be required for rapid financing facility.

## Annex 9: EVALUATION MATRIX: Final Evaluation of Future Tourism Project: Rethinking Tourism and MSMEs in times of COVID-19

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
<b>Relevance:</b> <i>To what extent was the project in line with national development priorities, country program outputs and outcomes, the UNDP Strategic Plan and the SDGs?</i>			
<ul style="list-style-type: none"> <li>• <b>Design:</b> Is the project's Theory of Change still relevant to address the development challenges identified, given the project experience to date? Is there a clear and logical consistency between, inputs, activities, outputs and progress towards achievement of objectives (quality, quantity and time-frame)?</li> </ul>	<ul style="list-style-type: none"> <li>• Extent to which implementation conforms with the design strategy and results chains</li> <li>• Progress occurring with sufficient confidence of project coordinators to reach planned outcomes</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Stakeholder views of the project design &amp; effectiveness</li> <li>• Interviews with national project contacts</li> </ul>	<p>Compare Project Strategy to actual experiences during implementation and interview participants on clarity of the results chain and the realistic potential to achieve expected results</p>
<ul style="list-style-type: none"> <li>• <b>Beneficiaries' relevance:</b> Has the project been relevant to the needs of target beneficiaries? Have the relevant stakeholders been adequately identified and have their views, needs and rights been considered during design and implementation?</li> </ul>	<ul style="list-style-type: none"> <li>• Extent of identifying and targeting of the beneficiaries</li> <li>• Progress to date relative to targets</li> <li>• Planning and implementation have been participatory and inclusive</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Observation on results of interventions</li> <li>• Interviews</li> </ul>	<p>Prepare a profile of the beneficiaries</p> <p>Review data on progress</p> <p>Interview staff, partners and donors and beneficiaries' perceptions of the project</p>
<b>Coherence:</b> <i>The coherence and practicality of the project concept, results framework and implementation strategy based on experience to date, and the extent to which the project and its intended outputs are consistent with national and local policies and priorities, UNDP corporate plans and priorities, and the needs of intended beneficiaries</i>			
<ul style="list-style-type: none"> <li>• <b>National coherence:</b> Does the project directly and adequately address the needs of beneficiaries at national and regional levels, and supported by government priorities and strategies?</li> </ul>	<ul style="list-style-type: none"> <li>• Project activities consistency with government policies (including MSME support)</li> <li>• Government staff support the project in policy coordination</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Policy documents</li> <li>• Reports on partner gov't technical support</li> </ul>	<p>Compare project design and activities with national tourism priorities</p> <p>Interview government staff on alignment with policies</p>
<ul style="list-style-type: none"> <li>• <b>UNDP coherence:</b> Is the project appropriately aligned with UNDP's mandate, SDGs, and thematic objectives at the national/regional and international levels?</li> </ul>	<ul style="list-style-type: none"> <li>• Project activities consistency with UNDP policies and priorities in the region</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Policy documents</li> <li>• Field reports of UNDP staff</li> </ul>	<p>Compare project design and activities with UNDP priorities</p> <p>Interview UNDP staff on alignment with priorities</p>
<b>Effectiveness:</b> <i>Extent to which the expected outcomes and objectives of the project have been achieved</i>			
<ul style="list-style-type: none"> <li>• <b>Achievements:</b> Has the project achieved its</li> </ul>	<ul style="list-style-type: none"> <li>• Changes from baseline conditions per project</li> </ul>	<ul style="list-style-type: none"> <li>• Project progress reports</li> </ul>	<p>Compile and collate data from M&amp;E and progress</p>

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
output and outcome level objectives? What quantitative and qualitative achievements have occurred in terms of output/outcome targets? How has the project been contributing to its expected outcomes?	<p>Indicators</p> <ul style="list-style-type: none"> <li>Participant satisfaction with quantity/quality of outputs</li> </ul>	<ul style="list-style-type: none"> <li>Progress statements of the project coordinators</li> <li>Stakeholder interviews</li> <li>Post training surveys</li> <li>Diagnostic studies</li> </ul>	<p>reports, surveys and interviews with participants on results to date</p> <p>Review of any post training and other post-intervention surveys and studies</p>
<ul style="list-style-type: none"> <li><b>Achievement factors:</b> In which areas is the project having the greatest progress? Why and what have been the supporting factors? How can the project build on or expand these achievements? In which areas is the project having the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?</li> </ul>	<ul style="list-style-type: none"> <li>Components on and not on-target</li> <li>Milestones reached/missed</li> <li>Conditions affecting changes from project baseline conditions and design assumptions not realized or under-estimated</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports</li> <li>Interviews with project coordinators and beneficiaries</li> <li>Project Board meeting minutes</li> <li>Responses to delays in project deliverables</li> </ul>	<p>Identify activity components not achieved as per work plans and the reasons for non-achievement, delays, etc. Review QA reports.</p> <p>Identify the context of target achievements and non-achievements and the likely reasons for or events affecting performance results</p>
<ul style="list-style-type: none"> <li><b>Beneficiaries reach:</b> Is the project reaching the targeted beneficiaries?</li> </ul>	<ul style="list-style-type: none"> <li>Characteristics of the beneficiaries</li> <li>Gender-disaggregated results</li> <li>intersectional disaggregated results where available</li> </ul>	<ul style="list-style-type: none"> <li>M&amp;E data</li> <li>Beneficiary interviews</li> </ul>	<p>Assess progress against beneficiary targets.</p> <p>Interview a sample of beneficiaries</p>
<ul style="list-style-type: none"> <li><b>Partnership quality:</b> What has been the contribution of partners and other organizations to the outcome, and how effective have UNDP partnerships been in contributing to achieving the outcomes? To what extent are partnership modalities conducive to the delivery of outputs?</li> <li><b>Participation/ownership:</b> How have counterparts been appropriately involved in the implementation of activities? Is local ownership of the project ensured? Of the Government, counterparts and at the level of beneficiaries?</li> </ul>	<ul style="list-style-type: none"> <li>Agreements reached with UNDP at national level</li> <li>Satisfaction with the working relationships and results of these partnerships</li> <li>Outputs generated through partnership activity</li> <li>Communications and involvement of local participants</li> <li>Demonstrated commitment of government counterparts and local participants to implement activities</li> </ul>	<ul style="list-style-type: none"> <li>Project progress reports and activity reports</li> <li>Interviews with the project coordinators and implementation stakeholders</li> <li>Project Document</li> <li>Training reports</li> <li>Project Board meeting minutes</li> </ul>	<p>Review partnership agreements and participant satisfaction in relation to the delivery of planned outputs</p> <p>Review consultation processes and responses interview counterparts and beneficiaries on extent of outreach to/from them and their involvement and commitments on taking implementation responsibility</p>
<ul style="list-style-type: none"> <li><b>Impact contribution:</b> Has there been any</li> </ul>	<ul style="list-style-type: none"> <li>Progress toward Ultimate Outcome – adaptation</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports</li> </ul>	<p>Assess the project results to</p>

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
progress toward the impact?	to a rapidly changing and evolving situation within the tourism sector	<ul style="list-style-type: none"> <li>Diagnostic reports on tourism sector, MSME capacity, gender focus</li> </ul>	date against the policy and capacity development challenges facing MSMEs in the tourism sector
<b>Efficiency:</b> <i>Was the project implemented efficiently, in-line with international and national norms and standards? The extent to which the project resources and inputs have been planned and used to generate expected outputs in a cost-effective and timely manner as per project budgets and workplans, including performance of the management structure and coordination mechanisms, work planning and financial management, and adaptive responses to implementation challenges (covid, etc.).</i>			
<ul style="list-style-type: none"> <li><b>Management systems:</b> Are the management structures, coordination and roles and responsibilities operating as planned?</li> </ul>	<ul style="list-style-type: none"> <li>Perceived clarity of roles and responsibilities by stakeholders</li> <li>Participant satisfaction</li> <li>Timely implementation of projects and feasibility (see below)</li> </ul>	<ul style="list-style-type: none"> <li>Interviews with project partners and coordinators</li> <li>Progress reports</li> </ul>	Interview project staff and implementing partners
<ul style="list-style-type: none"> <li><b>Implementation efficiency:</b> To what extent were the Project results delivered with the greatest value for money? Have the implementation strategies which are being utilized contributed to maximum intervention efficiency? Has the use of resources been efficient? Is there economic use of resources?</li> </ul>	<ul style="list-style-type: none"> <li>Costs relative to effectiveness results</li> <li>Annual budgets vs expenditures data</li> <li>Partner &amp; national capacities to administer financial aspects</li> <li>Procurement done on a competitive basis</li> </ul>	<ul style="list-style-type: none"> <li>Budget and expenditure reports</li> <li>Progress reports</li> <li>Interviews with admin. staff</li> </ul>	Review costs against reported results. Compare budgets against actual expenditures to assess work planning efficacy. Review financial audits.
<ul style="list-style-type: none"> <li><b>Delivery timeliness:</b> To what extent are quality outputs delivered on time?</li> </ul>	<ul style="list-style-type: none"> <li>Activity completion</li> <li>Delays and milestones reached and missed</li> <li>Scope of work feasibility where observable</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports</li> </ul>	Interview project staff and implementing partners; compare activities planned vs completed
<ul style="list-style-type: none"> <li><b>Monitoring &amp; adaptive management:</b> Has the M&amp;E plan been well-formulated, and has it served as an effective tool to support project implementation? Are the project indicators being used and is the M&amp;E framework effective? Did the project adjust dynamically to reflect changing national priorities/external factors during implementation to ensure it remained relevant?</li> </ul>	<ul style="list-style-type: none"> <li>Narrative reporting as per M&amp;E indicators</li> <li>Extent of implementation of M&amp;E manual/ procedures</li> <li>Extent the logical framework was used during implementation as a management and M&amp;E tool</li> <li>Extent monitoring has reported on results</li> <li>Extent to which the project demonstrated adaptive management and integrated changes into project planning and implementation through adjustments to annual work plans, budgets and</li> </ul>	<ul style="list-style-type: none"> <li>Project progress reports</li> <li>Stakeholder interviews</li> <li>Committee meeting minutes</li> <li>Annual Work Plans</li> </ul>	Review project reporting use of and reliability of indicators. Review management responses as a result of monitoring information Interviews with project staff, national contacts, stakeholders and MSME beneficiaries

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
	activities		
<ul style="list-style-type: none"> <li>• <b>Co-financing:</b> Was co-financing adequately estimated during project design (sources, type, value, relevance), tracked during implementation and what were the reasons for any differences between expected and realized co-financing?</li> </ul>	<ul style="list-style-type: none"> <li>• Extent co-financing was realized in keeping with original estimates</li> <li>• Extent co-financing was tracked continuously throughout the project lifecycle and deviations identified and alternative sources identified</li> <li>• Extent co-financiers were actively engaged throughout project implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Annual Work Plans</li> <li>• Steering Committee Meeting Reports</li> <li>• Quarterly Reports</li> <li>• Annual Reports (APR)</li> </ul>	Desk Review of Documents Interviews with project staff, stakeholders and beneficiaries
<ul style="list-style-type: none"> <li>• <b>Implementation support:</b> Was the level of implementation support provided by UNDP adequate and in keeping with the implementation modality and any related agreements (i.e. LOA)?</li> </ul>	<ul style="list-style-type: none"> <li>• Extent to which technical support to the Implementation Partners and national contact points by project team were timely and of acceptable quality.</li> <li>• Extent to which management inputs and processes, including budgeting and procurement, were adequate</li> </ul>	<ul style="list-style-type: none"> <li>• LOA (s)/Cooperation Agreement(s)</li> <li>• UNDP project support documents (emails, procurement/recruitment documents)</li> <li>• Quarterly Reports</li> <li>• Annual Reports (APR)</li> </ul>	Desk Review of Documents Interviews with project staff, UNDP personnel
<ul style="list-style-type: none"> <li>• <b>National systems:</b> Has the project adequately used relevant national systems (procurement, recruitment, payments) for project implementation where possible?</li> </ul>	<ul style="list-style-type: none"> <li>• Extent use of national systems was in keeping with relevant national requirements and internal control frameworks</li> <li>• Management of financial resources has been in line with accounting best practice</li> <li>• Management of project assets has been in line with accounting best practice</li> </ul>	<ul style="list-style-type: none"> <li>• Procurement/Recruitment reports</li> <li>• FACE forms</li> <li>• CDRs</li> </ul>	Desk Review of Documents Interviews with project staff and government stakeholders
<p><b>Sustainability &amp; National Ownership:</b> <i>To what extent are there financial, institutional, socio-economic, and/or environmental risks to sustaining long-term project results? The project-related results and benefits have the potential to be sustained and viable after the project is completed from an institutional, regulatory, financial and human resources and partner and beneficiaries' perspective.</i></p>			
<ul style="list-style-type: none"> <li>• <b>Strategies:</b> To what extent has a sustainability strategy, including capacity development of MSMEs and key national stakeholders, been developed or implemented? How is the project contributing to capacity development to sustain results?</li> </ul>	<ul style="list-style-type: none"> <li>• Specific strategies and mechanisms incorporated in the project to provide sustainability of expected outputs after the project.</li> <li>• Capacity development measures</li> <li>• Commitment to changes in policies and practices of tourism agencies</li> <li>• Diversity of stakeholders engaged in sustainability/exit strategies</li> </ul>	<ul style="list-style-type: none"> <li>• Project design analysis</li> <li>• Training and capacity development reports</li> <li>• Capacity development studies and scorecards for diagnostic studies</li> </ul>	Review project design and operational plans and progress data related to sustainability and capacity development results from the project

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
<ul style="list-style-type: none"> <li>● <b>Risk management:</b> Have critical risks to achievements and sustainability been sufficiently addressed?</li> </ul>	<ul style="list-style-type: none"> <li>● Occurrence of known or unexpected risks affecting implementation progress</li> <li>● Actions taken to reduce the effects of these risks</li> <li>● Extent to which the exit strategy includes explicit interventions to ensure financial sustainability of relevant activities</li> </ul>	<ul style="list-style-type: none"> <li>● Risks identified in the ProDoc/ ATLAS Risk Management Module</li> <li>● Progress reports describing risks triggered</li> </ul>	Review, assess and update as needed the current project risk profile with UNDP ATLAS system
<ul style="list-style-type: none"> <li>● <b>Institutional sustainability:</b> To what extent are policy and regulatory frameworks and other institutional support measures in place for the continuation of benefits?</li> </ul>	<ul style="list-style-type: none"> <li>● Policy and regulatory outputs</li> <li>● Capacity development measures instituted</li> <li>● Training and HRD outputs</li> <li>● Engagement of diverse leaders in diagnostics</li> </ul>	<ul style="list-style-type: none"> <li>● Interviews with partners and beneficiaries</li> <li>● Policy documents and regulations</li> <li>● Training reports</li> <li>● MSME capacity checks</li> <li>● Decision-makers knowledge</li> </ul>	Sustainability analysis from interview data, policy/ regulatory outputs training reports and capacity measurement data to determine the extent of institutional support for sustaining results
<ul style="list-style-type: none"> <li>● <b>Partner and stakeholder sustainability:</b> Have key stakeholders identified their interest in project benefits beyond project-end and accepted responsibility for ensuring that project benefits continue to flow? To what extent have partners committed to providing continuing support? To what extent do stakeholders support the project's long-term objectives?</li> </ul>	<ul style="list-style-type: none"> <li>● Commitments made by partners and stakeholders to sustain and advance project results</li> <li>● Financial commitments to maintaining project outputs</li> <li>● Extent to which key stakeholders are assigned specific, agreed roles and responsibilities outlined in the exit strategy</li> <li>● Extent of MOUs for ongoing monitoring, maintenance and oversight of phased down or phased over activities</li> </ul>	<ul style="list-style-type: none"> <li>● Interviews with partners and beneficiaries</li> <li>● Budgets committed to sustain results</li> <li>● Tourism program plans of participating countries</li> <li>● MoUs</li> </ul>	Review the government and SME association level commitments of the partners and beneficiaries to sustaining the outputs.
<ul style="list-style-type: none"> <li>● <b>Knowledge management:</b> To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project? To what extent is the knowledge being produced planned to be utilized to implement evidence-based and policy-driven programming?</li> </ul>	<ul style="list-style-type: none"> <li>● Lessons learned that have been identified</li> <li>● Knowledge management strategy in place</li> <li>● Communications modalities</li> </ul>	<ul style="list-style-type: none"> <li>● Interviews with project staff</li> <li>● Project reports and communication materials disseminated</li> <li>● Available knowledge management strategy documents</li> </ul>	Review monitoring and reporting processes to identify information on issues encountered and lessons learned. Discuss knowledge management strategies with project staff.
<p><b>Principled:</b> <i>Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?</i></p>			

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
<ul style="list-style-type: none"> <li>Are there verifiable improvements in resilience and sustainability of societies and/or ecosystems, that can be linked directly to project interventions?</li> </ul>	<ul style="list-style-type: none"> <li>The project has contributed directly to improved resilience and sustainability of societies and/or ecosystems</li> </ul>	<ul style="list-style-type: none"> <li>Project Document</li> <li>Risk Log</li> </ul>	Desk Review of Documents
<ul style="list-style-type: none"> <li>Are there ongoing activities that may pose an environmental threat to the sustainability of project outcomes?</li> </ul>	<ul style="list-style-type: none"> <li>The risk log identifies relevant environmental risks and includes explicit interventions to mitigate same</li> </ul>	<ul style="list-style-type: none"> <li>Risk Log</li> </ul>	Desk Review of Documents
<b>Management &amp; Monitoring: Were governance mechanisms sufficiently suited to project scope and complexity?</b>			
<ul style="list-style-type: none"> <li>Were relevant counterparts from government and civil society involved in project implementation, including as part of the project board?</li> </ul>	<ul style="list-style-type: none"> <li>Extent to which project board participation included representatives from key institutions in Government</li> </ul>	<ul style="list-style-type: none"> <li>Project board meeting minutes</li> </ul>	Interviews with project staff, stakeholders and beneficiaries
<ul style="list-style-type: none"> <li>How well were risks (including those identified in the Social and Environmental Screening (SES) Checklist), assumptions and impact drivers being managed?</li> </ul>	<ul style="list-style-type: none"> <li>A clearly defined risk identification, categorization and mitigation strategy (updated risk log in ATLAS)</li> </ul>	<ul style="list-style-type: none"> <li>ATLAS Risk Log</li> <li>M&amp;E Reports</li> </ul>	Desk Review of Documents Interviews with project staff, stakeholders and beneficiaries
<ul style="list-style-type: none"> <li>How were risks related to COVID19 managed?</li> </ul>	<ul style="list-style-type: none"> <li>COVID-related risks were defined against project activities with mitigating actions proposed</li> </ul>	<ul style="list-style-type: none"> <li>ATLAS Risk Log</li> <li>M&amp;E Reports</li> </ul>	Desk Review of Documents Interviews with project staff, stakeholders and beneficiaries
<b>Gender and cross cutting issues</b>			
<ul style="list-style-type: none"> <li>How were gender mainstreaming and other social development factors incorporated in the project?</li> <li>Have women-owned MSMEs been specifically involved in implementation?</li> <li>Were disability issues considered?</li> </ul>	<ul style="list-style-type: none"> <li>Project staff and partners reporting on recruitment of women-owned MSMEs (data disaggregated for gender)</li> <li>Extent to which women, disabled and/or other disadvantaged groups or marginalized communities were involved in the project</li> </ul>	<ul style="list-style-type: none"> <li>Project document</li> <li>Project monitoring data</li> <li>Stakeholder interviews</li> <li>Information from the Achievement's evaluation above</li> </ul>	Analysis of participation of women in the project (relative to men). Analysis of disadvantaged groups or marginalized communities acquiring inputs, resources and increased access to services for MSMEs; and analysis of access to career opportunities in tourism, if data are available.

**Note:** the evaluation matrix is a guide to the evaluation process and will depend on information and resources available.