

**Final Report of the Mid Term Evaluation of
Enabling Gender-Responsive Disaster Recovery, Climate and
Environment Resilience in the Caribbean (EnGenDER)**

Submitted to:

UNDP Main Caribbean Office, Barbados

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Acronyms and Abbreviations

ACP	Africa and Caribbean Programme
ANB	Antigua and Barbuda
BLZ/BZE	Belize
CARICOM	Caribbean Community
CAD	Canadian dollars
CC	Climate Change
CCA	Climate Change Adaptation
CCCCC	Caribbean Community Climate Change Centre
CCE	Climate Change Education
CDEMA	Caribbean Disaster and Emergency Management Agency
CDKN	Climate Development Knowledge Network
CDM	Comprehensive Disaster Management
CO	Country Office
CRF	Canada-Caribbean Resilience Facility
CRRF	Caribbean Resilient Recovery Facility
DMA/DOM	Commonwealth of Dominica
DRM	Disaster Risk Management
DRR	Disaster risk reduction
EU	European Union
FCDO	Foreign, Commonwealth Development Office
GAC	Global Affairs Canada
GBV	Gender based Violence
GCF	Green Climate Fund
GE	Gender Equality
GFDRR	Global Facility for Disaster Reduction and Recovery
GRB	Gender Responsive Budgeting
GRN	Grenada
GUY	Republic of Guyana
HR-BA	Human rights-based approaches
HRD	Human Resource Development
IGDS	Institute for Gender and Development Studies
IGS	Independent Gender Specialist
IP	Implementing Partner
JAM	Jamaica
J-CCCP	Japan-Caribbean Climate Change Partnership
JICA	Japan International Cooperation Agency
LADB	Latin America Development Bank
LAC	Latin America and the Caribbean
MNRF	Model National Recovery Facility
MRV	Monitoring, Reporting and Verification

NAP	National Adaptation Plan
NAMA	Nationally Appropriate Mitigation Actions
NDC	Nationally Determined Contribution
NMDM	National Mechanism for Decision Making
OECS	Organisation of Eastern Caribbean States
OCF	Offer of Complementary Funding
PB	Project Board
PMU	Project Management Unit
RFP	Request for Proposals
RBLAC	UNDP Regional Bureau for Latin America and the Caribbean
SASAP	Sectoral Adaptation Strategies and Action Plans
SIDS	Small Island Developing States
SLU	Saint Lucia
SUR	Suriname
SVG	St. Vincent and the Grenadines
TAG	Technical Advisory Group
ToT	Training of Trainers
TWG	Technical Working Group
UNDP	United Nations Development Programme
UN Women	United Nations Entity for Gender Equality & Women's Empowerment
UWI	University of the West Indies
WEDO	Women's Environment and Development Organisation
WB	World Bank
WFP	World Food Programme

Executive Summary

Mid Term Evaluation of Enabling Gender-Responsive Disaster Recovery, Climate and Environment Resilience in the Caribbean (EnGenDER)

- *The project is producing a wide range of activities and outputs that will contribute significantly toward the achievement of the planned outcomes in general terms, although with some uncertainty about specific resilience results and relationships to climate change and disaster vulnerabilities in the region. Project management has been highly diligent in work planning, coordination, oversight and reporting, and in organizing Project Board and (initially) Implementing Partner meetings. Project targets are over 44 % complete.*
- *The project has spent about \$5M of the \$15M budget as of the end of 2021. The 2019-2021 budgets were in total 40% underspent, in large part due to pandemic-related impacts. WFP had the highest disbursement rate while CDEMA had the lowest.*
- *The project is producing results focussed on gender equality assessment, policy, planning and awareness raising and is achieving modest progress, particularly in gender mainstreaming into DRM and CCA government processes. The gender and human rights assessment found that participants perceive significant improvements in the involvement of gender bureaus in these processes. However, the specific effects on capacity development – enabling environment, institutional and human resources, and their sustainability (per the UNDP approach) remain to be determined.*
- *The benefits from strengthening gender equality and human rights are accruing on many fronts and at several levels especially for regional and national organizations. The evaluation noted that there are distinct constraints where mainstreaming into historically weak DRM systems is confronted with fundamental operational capacity deficiencies for disaster response and recovery that limit project results and sustainability. These structural limiting factors affecting EnGenDER achievements need to be fully recognized in the context of project sustainability.*
- *There are high expectations that the rapid achievement of the output targets will lead to substantive progress in disaster resilience of women and marginalized populations (ultimate outcome). But the primary mechanisms that are expected to generate these improvements have yet to be fully developed and verified at the mid-term stage of the project. The project promised to deliver enhanced resilience; at the moment it is delivering a broad array of outputs delivered by many implementing partners and delivery subcontractors without a central focus on core results. While the logframe effectively outlines the results hierarchy ('the what'), more emphasis on the theory of change pathways ('the how') would be useful in the forthcoming work.*
- *The project involves a lot of different activity silos under various implementing partners, delivery agents and many contractors; the central management challenge for the remainder of the project is working out how all of these outputs are to come together to achieve distinct, measurable resilience outcomes for specific groups of beneficiaries at regional, national and local levels. Each of the implementing partners have their own separate missions, and an overall vision of end results is lacking, which limits synergies between CDEMA, UNW, WFP, UNDP and the 9 beneficiary countries, and achievement of the primary tangible results that are expected.*

- *The evaluation suggested that the project as a whole needs to focus on: 1) the specific beneficiaries and their ownership of the outputs and strengthening substantive resilience capacities within the beneficiary groups, 2) review and consideration of how the various studies, plans, frameworks, strategies will be adopted and utilized by the relevant organizations – a theory of change is needed and/or the project logic model needs to be revisited to look for ways to link the different components; 3) more clarity on measurable resilience outcomes (including climate finance), the specific pathways to achievement, and the workplans and budgets needed to facilitate these consistent with an updated project implementation strategy and timetable.*

The Mid Term Evaluation presents the following Recommendations:

R1: The Project Management Unit should prepare a concise theory of change (or ‘second phase implementation strategy’) and an updated project timetable to complement and assist the Results Framework and joint progress by the Implementing Partners toward well-defined final outcomes.

R2: The Project Management Unit should prepare an *EnGenDER climate financing implementation plan* to guide project commitments and work planning with regard to securing financing of gender-responsive/socially inclusive climate change projects and programs.

R3 – The PMU should update and expand the project monitoring and knowledge management plans with an increased emphasis on outcomes and sustainability potential.

R4 – The Project Board should consider ways to further strengthen collaboration with multilateral financial institutions and related bilateral programmes, particularly for gender responsive and inclusive DRM and CCA, drawing on outputs from EnGender to date.

R5 – UNDP should undertake a specific follow-up survey and report on the Covid programme beneficiaries that assesses the effectiveness and efficiency of the assistance.

R6 – The Project Board should develop an Exit Strategy during the final year of the project that identifies and consolidates (i) the outputs that play a lead role in sustaining key project results, (ii) the measures in place or further targeted to support their sustainability, and (iii) the responsibilities for overseeing sustainability actions.

R7 – The Project Management Unit should repeat the online survey that was conducted with 108 stakeholders in July 2018 in order to assess changes from baseline conditions to 2023 during the final year of the project.

1. INTRODUCTION

The purpose of this evaluation is to review progress, implementation challenges and performance of the *Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) Project* in accordance with the Terms of Reference provided by UNDP¹ and in conformance with evaluation requirements of the project agreement and the project evaluation standards and processes of UNDP. The evaluation took place from October 22, 2021 to January 31, 2022. The report is intended to assist the Project Board and Project Management Unit in providing advice on project implementation during the second half of the project in 2022 and 2023.

The project document describes the high level of vulnerability of small island states in the Caribbean to climate change risks and the urgency to improve national disaster preparedness, response and recovery to address the needs of vulnerable and marginalised populations. The Caribbean region faces numerous hazards and a high level of exposure and vulnerability due to many physical and social factors. Key hazards faced by the targeted countries include hurricanes, flooding in various regions (including coastal areas and hinterlands) and drought. Earthquakes, tsunamis and extreme heat are also increasingly becoming issues of concern. The project document also notes that for most Caribbean countries, gender mainstreaming in disaster risk management and climate change policy and planning has been limited. Countries also often lack the technical capacity to develop successful proposals to access the key global climate finance windows.

The project is being implemented directly by the United Nations Development Programme (UNDP) with support from three implementing partners: UN Women, Caribbean Disaster Emergency Management Agency (CDEMA) and the World Food Programme (WFP). The UNDP Barbados Multi-country Office serves as lead office for the project, where the Project Management Unit (PMU) is responsible for implementation in the five Eastern Caribbean countries – Antigua, Dominica, Grenada, St. Vincent and the Grenadines and Saint Lucia. The PMU interacts directly with departments/ministries in those countries as needed, supported by UNDP Focal points in Dominica, Grenada and St Lucia who support implementation and effective collaboration of activities with the necessary stakeholders. The other UNDP country offices in the region (Belize, Guyana, Jamaica and Suriname) are responsible for implementing agreed activities in their respective countries, and UNDP focal points are responsible for coordinating activities in those countries.²

The project was launched in September 2019 with funding of US\$15.3 million provided by the following development partners: 11.31 million USD from the Canadian Government (based on 15 million CAD), 3.9

¹ See Annex 1.

² The exception is Antigua and Barbuda and St Vincent and the Grenadines where there are no UNDP Focal Points so coordination of activities is handled by UNDP staff in the PMU who interact directly with national departments in the countries.

million USD from the UK Government (3.11 million GBP) and USD 500,000 from UN Women, with administrative and technical assistance provided by UNDP. Canada is providing 70% of the funding in all areas of the project while the UK focuses their project funding on goals relating to recovery and resilience.³ The Project Management Unit (PMU) came on board in mid-January 2020 and substantive activities commenced with the Annual Work Plan (AWP) for 2020.

An array of contractors such as the Institute of Gender and Development Studies at the University of the West Indies, Oxford Policy Management, and the International Institute for Sustainable Development, among others, are providing outputs through a procurement process managed by UNDP and the implementing partners.

2. PROJECT DESCRIPTION

The EnGenDER project seeks to further integrate gender equality and human-rights based approaches into disaster risk reduction (DRR), climate change adaptation (CCA) and environmental management frameworks and interventions. The integration of these approaches is expected to identify and address some of the gaps to ensure equal access to DRR and climate change adaptation and environment solutions for men, women, boys and girls as well as support participation, inclusion and empowerment of persons with disabilities and other defined vulnerable groups in the nine Caribbean countries: Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, St. Vincent and the Grenadines and Suriname.

Appreciating that these participating Caribbean countries are at different stages of removing barriers to gender quality and integrating gender-based analysis into climate change adaptation as well as recovery, this project aims to ensure that climate change and disaster risk reduction actions are better informed by an analysis of gender inequalities and assessment of the most vulnerable groups through a human rights-based approach. The project endeavors to ensure that inequalities are alleviated rather than exacerbated and that minimum standards are being met in doing so. The underlying gender inequalities (specific to each country context) are compounded by increasingly intense and frequently experienced climate change and disaster risk within Caribbean societies. Vulnerable groups which face a lower resilience/adaptation capacity to disasters or climate change often lack access to economic and social support as well lack of capital to invest in adaptation. The project seeks to target these groups and address

³ The Canadian funding is part of a \$30M+ investment supporting disaster risk management in the Caribbean, building on the \$7M Caribbean DRM Program from 2007. The UK support is part of a £19m programme focusing on “pre and post disaster management through better financial planning, faster recovery systems and resilience measures for poor and vulnerable groups, especially women, children, persons with disabilities and the elderly”, UK Government, Annual Review Template – Sept. 2020, Strengthening Disaster Recovery and Resilience in the Caribbean, March 2021

their vulnerabilities as it relates to adapting to climate change impacts and increasing resilience to disasters.

The project further aims to empower governments to take ownership of their disaster risks and exposure with better national arrangements to deal with possible large-scale recovery needs, including improved shock responsiveness in national systems and better social protection finance tools for the most vulnerable. The EnGenDER project supports CCA, DRR and environmental management interventions in the nine Caribbean countries by leveraging sector-level entry points (e.g. NAPs and NAMAs), specifically supporting implementation and/or upscaling of countries' priority actions. This project is analysing and prioritising the needs of the most vulnerable with respect to climate change adaptation and mitigation in priority sectors, including increasing their resilience in key livelihood sectors. It is also attempting to improve institutional capacities for delivering services effectively for the most vulnerable to accelerate post-disaster recovery and mitigate risk, while also contributing to UN Sustainable Development Goals.⁴ The Results Framework for the project is presented in **Annex 2**. This framework is based on the Logic Model for the EnGenDER project shown in **Figure 1** which was presented in the project document.

The **Ultimate outcome** of the project is *“improved climate resilience for women and girls and key vulnerable populations and future generations in the Caribbean”*. Therefore, sustainable action is critical and must be embedded in national and regional decision-making processes. In support of its achievement, the intermediate outcomes focus is on ensuring that the capacity for gender-responsive climate change action and disaster recovery is strengthened and that governance and decision-making are also made accessible to women, and address gender equality as a matter of course.

The **Intermediate outcomes** are:

- 1100: Improved governance by relevant actors for gender-responsive climate and risk resilience planning and decision-making in 9 Caribbean countries; and
- 1200: Enhanced practices of relevant actors for the sustainable implementation of gender-responsive climate change action and disaster recovery.

In order to reach these intermediate results, a set of **Immediate outcomes** seek to provide direct support for gender responsive national adaptation and mitigation planning through a) capacity building, b) advocacy and action planning and c) implementation of priority actions. Specifically, these are as follows, in alignment with national, regional and global development frameworks and strategies:

- 1110: Improved national capacity for gender-responsive climate change planning and

⁴ Text drawn from Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) Project Document, Project# 00102522, UNDP, March 2019.

- implementation among state and non-state actors in target countries;
- 1120: Improved integrated recovery planning and frameworks at the national and regional levels for gender-responsive and resilient disaster recovery by key vulnerable groups;
- 1210: Improved capacity for gender-responsive resilience planning and action (climate change and disaster risk) among state and non-state actors⁵

Figure 1 (Logic Model) shows the categories of **Outputs** that were deemed to be needed to arrive at these outcomes. The Activities and Inputs provided by the various Implementing Partners and donors support the production of the necessary outputs. The EnGenDER project design has also evolved to meet the needs of the participating countries by helping them to access climate finance since they note that many applications require more data and detailed technical information. It has further responded to the Covid pandemic by providing funding for strengthening organisations addressing gender-based violence in communities which have increased needs due to the pandemic, and providing direct income support to vulnerable groups, under a special emergency Covid response. The design aspects of the project are discussed under Section 5.1. Design Coherence.

It should be noted that during start up and implementation the COVID pandemic struck and a new output was added to specifically address the COVID response, Output 1125, which provided support to COVID-19 initiatives through established national recovery and response frameworks focused on the socio-economic needs of the most vulnerable and which enhance gender-responsive recovery.

⁵ The text above is drawn from Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) Project Document, Project# 00102522, UNDP, March 2019, p. 11

Figure 1: Logic Model for EnGenDER

Title	Enabling gender-responsive disaster recovery, climate and environmental resilience in the Caribbean (EnGenDER)		No.		Team Leader	
Country/Region	Caribbean: Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, St. Vincent and the Grenadines and Suriname		Budget	15,300,000.00	Duration	4 years (Mar 2019-Feb 2023)
Ultimate Outcome	1000 Improved climate resilience for women and girls and key vulnerable populations and future generations in the Caribbean					
Intermediate Outcomes	1100 Enhanced practices of relevant actors ⁶³ for the sustainable implementation of gender-responsive climate change action and disaster recovery in 9 Caribbean countries			1200 Improved governance by relevant actors ⁶⁴ for gender-responsive and inclusive climate and risk resilience planning and decision-making in 9 Caribbean countries		
Immediate Outcomes	1110 Improved capacity for gender-responsive climate change adaptation and mitigation planning and implementation among state and non-state actors	1120 Improved integrated recovery planning and frameworks at the national and regional levels for gender-responsive and resilient disaster recovery by key vulnerable groups	1210 Increased application of gender-responsive and rights-based approaches by national CC and DRR decision making bodies			
Outputs	1111 Technical support provided on gender equality policy mainstreaming to agencies with responsibility for development and implementation of gender-responsive and inclusive NAPs and NAMAs 1112 Gender-responsive and inclusive NAP and NAMA priority interventions implemented in target sectors in collaboration with state and non-state sectoral actors	1121 Technical support provided to gender machineries for a detailed analysis of gender inequality of climate risk and its associated costs in the Caribbean to inform decision-making 1122 Technical assistance provided to CDEMA to significantly enhance gender-responsive and inclusive resilient recovery approaches and solutions in the Model National Recovery Framework 1123 Training, systems development and strengthening for gender-responsive and inclusive recovery provided to national agencies in select countries 1124 Technical support provided to CARICOM (or one of its organs) to design and operationalise a regional mechanism for rapid deployment of expertise to support gender-responsive and resilient recovery in the Caribbean	1211 Technical assistance provided for gender responsive behavioural analysis of national climate change and DRR coordinating bodies 1212 Technical assistance provided for implementation of behavioural change strategies to national climate change and DRR coordinating bodies			

3. SCOPE OF THE EVALUATION

The Mid Term Evaluation is an independent review of the project, prepared in accordance with UNDP evaluation policies and the specific Terms of Reference (and Evaluation Questions) 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. Amongst 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 Mid Term Evaluation was undertaken to assess progress towards achieving the EnGenDER identified outcomes and the extent to which interventions/activities completed and planned have been and will contribute to these project outcomes. A set of evaluation questions under each of the Evaluation Criteria were incorporated into an Evaluation Matrix and presented in the Inception Report to guide the evaluation (see Annex 2). The evaluation was also expected to identify any changes that may be needed to achieve the stated outcomes. More specifically, as prescribed by the Terms of Reference, the evaluation aimed to:

- Review the status of the outcomes and the key factors that affect (both positive and negative) the outcomes;
- Review and assess the project's partnerships and engagement with stakeholders – implementing partners, governments, civil society, other international organisations and provide recommendations for how these partnerships can be strengthened;
- Review and assess the project's interventions as it relates to the project document and Quality Assurance Assessment; UNDP Barbados and OECS Evaluation Plan; UNDP Strategic Plan; UNDP Gender Strategy and the UNDP Youth Strategy and provide recommendations for the future direction interventions/activities which can better enable the project to contribute to the achievement of the stated outcomes in these strategy documents. (In cases where interventions have already commenced, provide recommendations on any amendments that may be necessary);
- Review current Monitoring Tools, Reporting templates and roles and provide recommendations for better alignment if necessary;
- Assess how the project has targeted and met (will meet) current beneficiary needs (as dictated by project documents and updated Results Framework) and as disaggregated as recommended

- Identify any amendments in process, activities and reporting necessary and provide recommendations on best practices.⁶

There are four deliverables and milestones in the evaluation process:

1. Final Inception Report (November 30, 2021)
2. Preliminary Findings Report (January 26, 2021)
3. Draft Report (January 31, 2021)
4. Final Report and Powerpoint Presentation (February 7, 2021)

4. EVALUATION METHODOLOGY

The evaluation methodology is focused on the Evaluation Matrix (Annex 2) that was prepared based on the evaluation Terms of Reference provided by UNDP. It used 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 to be completed by project staff with data on outcome achievements, training/capacity building activities, budgets and expenditures;
- Initial Survey of Project Managers and National Focal Points (Annex 5);
- Interview Shortlist of Key Stakeholders involved in project implementation (Annex 6);
- 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 (Annex 4); and
- Strategy for input from a representative sample of project beneficiaries⁷

Data analysis was guided by the Evaluation Matrix questions (Annex 2), principally comparing expected and targeted results to actual results, reviewing disbursements against annual budgets, and assessing interview responses in relation to the indicators for the evaluation questions listed in the Matrix under the six evaluation criteria: Relevance, Effectiveness, Efficiency, Sustainability, Gender Equality and Human Rights (see Annex 2). The selection of stakeholders for interviews was based on key informants involved in managing and implementing the project from the PMU, UNDP, UN Women, CDMA and WFP, members

⁶ Terms of Reference, Individual Consultant for Mid-term Evaluation of the project “Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER)”, 2021, p.3

⁷ See Final Inception Report, page 8, methodology section: “The large number of stakeholders (70) and beneficiary countries (9) requires 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 UNDP and other stakeholders.

of the Project Board, and a selection of representative persons associated with the targeted beneficiaries, drawn from a general profile of the beneficiaries.

The evaluation takes an integrated perspective, looking at the project as a whole and how the various components and partners work jointly and in conjunction with current DRM and CCA capabilities to generate resilience results for women and marginalized groups. These resilience results depend on how well vulnerability analyses, risk reduction, adaptation intervention, early warning systems, and disaster and climate change response and recovery processes serve the targeted beneficiaries and others. System wide capacities are critical to achieving and sustaining the expected project results.

The evaluation was undertaken by two senior consultants with previous experience evaluating more than 80 projects and programmes, with assistance from an independent Gender Specialist, who was selected by UNDP to provide input to the evaluation, primarily in relation to the Gender Equality and Human Rights components of the evaluation criteria. The Gender Specialist had some previous involvement with the project and therefore her focus was confined to Chapters 5.5 and 5.6 of the report.

The consultants used a common internal, confidential interview reporting format and common database for sharing information among the team members to assist analyses and report preparation. The evaluation was constrained by a narrow year-end window to complete the data collection and analyses and report preparation. Time and availability of stakeholders during the December/January period was a clear constraint to the evaluation.

A total of 47 respondents participated in the evaluation, which included virtual interviews with 32 participants and beneficiaries (see Annex 4 List of Contacts). Additionally, 15 replies were received from the online survey (see a summary at Annex 5), which was distributed to 30 participants in the project (11 were completed online and 4 submitted by email). This represents a response rate of 40 percent, which is above the normal average of 33%.⁸ Despite considerable effort distributing invitations and sending reminders to complete the survey and participate in interviews, including notices at the Project Board meeting, it was not possible to obtain interviews with representatives from all nine beneficiary countries.

Annex 4 shows a breakdown of respondents participating in the evaluation (interviews and surveys), including 16 from implementing agencies (UNDP, UN Women, CDEMA and WFP), 5 from development partner agencies (GAC and UK), and 11 from beneficiary governments, 5 of which were representatives from national gender machinery. Over half the interview responses were representatives from

⁸ 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/>

implementing partners with one third representing national beneficiaries, plus several of the surveys were submitted by beneficiary countries.

5. EVALUATION FINDINGS

5.1 Relevance

The key evaluation questions for the Relevance criterion focus on “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 including empowerment and gender equality issues” (Evaluation Matrix, Annex 2).

5.1.1 Design coherence

The project document identified **four main objectives** of the project along side the expected outcomes:

- i. Advance the gender-responsive implementation of National Adaptation Plans (NAPs) and Nationally Appropriate Mitigation Actions (NAMAs) at the sector-level according to national priorities, focusing on sectors that have the greatest beneficial impact for women and girls;
- ii. Support representation of the needs and perspectives of the most vulnerable populations in cross-sectoral, inclusive governance and national climate change planning;
- iii. Build government capacity for gender-responsive inter-sectoral access to climate finance, through innovative solutions;
- iv. Building on the work of other partners work at the national level to assist countries develop/strengthen gender-responsive and inclusive national recovery mechanisms and plans.

The document desk reviews, surveys and interviews with stakeholders identified several design characteristics and challenges in pursuit of these objectives and within the logic model presented in **Figure 1**. Regional projects that have many different types of interventions spread across many countries and delivered by multiple partners often have difficulty presenting an overarching vision and a clear theory of change. Delivery of multifaceted outputs by different organizations and contractors across a diverse region can lead to activity silos with difficulties for coordination and synergies, and uncertain pathways to the expected results. Based on the Evaluation Team’s experience on other projects, this is an inherent

constraint in ambitious regional projects with high expectations for institutional and behavioural change.⁹ In general, thematic and geographic spread in regional projects tends to dilute measurable results.

The EnGenDER project faces challenges of clarity about the overall strategy, drivers of change, and the expected end results from a wide array of outputs and activities on multiple levels and scales within various jurisdictions. The principal question is whether the Ultimate Outcome of the project can be achieved, within the original timeframe, through improved information about risks and vulnerabilities, individual awareness-raising, behaviour change and skills development, mainstreaming into government policies and programming, action plans, frameworks and strategies, financing of NAP/NAMA projects and other different activities at regional, national and local levels.

The following observations on project design were compiled during the mid-term evaluation in relation to the Relevance criteria (Annex 2):

- The Results Framework has provided effective guidance for work planning, although the linkages between the outcomes, objectives and outputs may need to be better defined in terms of how enhanced information, mainstreaming and capacity building and local projects will work together within a *theory of change* toward the expected resilience outcomes in each country and in the region.
- The project involves diverse *areas of focus* across the disaster risk management (DRM) spectrum including disaster recovery, and the social protection safety nets, climate change adaptation (CCA) and climate financing spectrums. It is not solely focused on gender-responsive and inclusive natural disaster recovery but reaches into many other disaster and climate change response related arenas. This broad focus makes for a complex multi-faceted project with questions about linkages between the areas of focus, and the balance between disaster risk reduction and preparedness for recovery.¹⁰
- So far, the project has involved targeted data collection, assessment and updated planning processes, awareness-raising and training on gender empowerment, and mainstreaming and direct support for women and marginalized group beneficiaries¹¹. The capacity development reviews have assisted in identifying gaps (through the CDEMA Audit Tool¹², UN Women Resilience

⁹ Issues of project implementation performance in SIDS can also be found in Global Environment Facility, Independent Evaluation Office, GEF Project Performance and Progress to Impact, November 2018, p. 10, and Country Portfolio Evaluation (CPE) Organisation of Eastern Caribbean States (OECS) Cluster, Feb 2012.

¹⁰ It has been reported that of \$137bn provided in global disaster-related development assistance from 2005 to 2017, 96% was spent on emergency response and reconstruction, less than 4% on disaster preparedness; source: 'Japan has a chequered record on climate change; Prepared for disaster, unprepared for climate change', The Economist, Dec 11, 2021.

¹¹ The budget and time frame did not allow for evaluation of local projects funded by EnGenDER

¹² The audit provides a very detailed checklist for government but it does not identify immediate, feasible actions that are needed by government, community organizations and households to mitigate and recover from disasters.

Analyses, WFP social protection studies and other assessments) but the core strategy remains to be defined in the next stage of the project for *capacity development of DRM systems* preparedness and response capabilities and the sustainability assurances that underlie the expected project results. The Ultimate Outcome of the project does not seem to have an operational vision or meaningful indicators of end results. Thus, the project would benefit from an internal review including a theory of change analysis.

- The project was intended to build on the foundations of the Japan-Caribbean Climate Change Partnership Project (J-CCCP), particularly in the outcome related to NAPs and NAMAs (1110) as stated on page 21 of the project document, but it is not yet clear whether the project will be specifically doing this.¹³ For example, it was reported that the Japan project built capacity in participating countries, but this mainly involved hiring coordinators in each country, who were disbanded after the project was complete.¹⁴ There is concern about similar issues of sustainability for EnGenDER because as noted throughout this evaluation report, the development of policies and training may not be sufficient for capacity development.
- The climate financing support activities include both assistance in accessing international climate change funds (although these funds also provide proposal preparation grants), and direct funding of selected country projects under the country NAPs/NAMAs and other priority setting processes. The *Offer of Complementary Funding* (OCF) includes a wide array of assessments and project planning in many different sectors intending to leverage additional funding within the countries and internationally, but the various financing strategies still need to be developed; for example, whether broad gender-responsive climate financing is expected or simply securing project grants.
- As noted in the UNDP Quality Assurance report, the gender marker for all project outputs is scored at GEN2 or GEN3, indicating that gender has been fully mainstreamed into all project outputs at a minimum. Improved resilience to climate change and disaster risk for women, girls and other key vulnerable populations is the primary objective of the project, with the 8 outputs rated at GEN2.¹⁵
- A significant institutional coordination arrangement has been added to the project design through the creation (or designation) of the National Mechanisms for Decision Making (NMDM) to guide, support and facilitate project implementation in the countries and coordinating with other sources of climate finance (in relation to enhancing/building on the activities delivered through EnGenDER).¹⁶ The workplans for NMDMs and sustainability questions will need to be addressed

¹³ The Project Document states that the partnerships to be leveraged include the *NAP Global Support Programme (NAP-GSP)*, *Low-Emission Capacity Building (LECB) Programme*, *NAP Global Network*, *UNFCCC NAMA development process*, *CCCCC* as the CARICOM organ for climate change, and multiple leading regional agencies to provide specialised guidance.

¹⁴ See the Final Evaluation of JCCCP regarding capacity development in project design and management

¹⁵ UNDP, Design & Appraisal Stage Quality Assurance Report, March 24, 2021

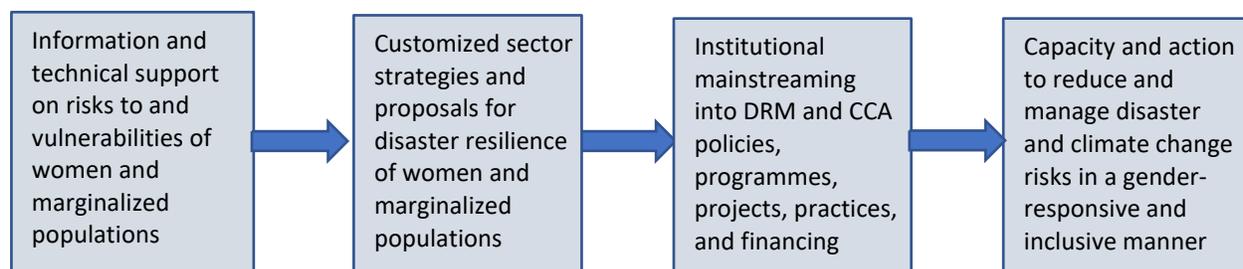
¹⁶ EnGenDER, Guidance Note - National Mechanism for Decision Making (NMDM), terms of reference, 2021.

in the context of climate finance activities.

- Some of the stakeholder comments referred to the project’s overly optimistic assumptions about the availability of qualified staff and consultants to assist implementation, and the need for greater high-level direction from UNDP on the strategy for achieving project outcomes, which will benefit from a mid-point project re-think, including a theory of change exercise. There are also ongoing questions about the capacity of government departments in SIDS, which are already overstretched with their current workload and are not able to handle additional work from international projects.

The design elements of the project have expanded from the original wide scope. Strengthening the capacity and role of women and socially vulnerable groups and decision makers in disaster risk management (DRM) and climate change adaptation (CCA) to effectively improve the operational performance in a gender-responsive and inclusive manner involves a process of institutional change. A vision of how to reach the Ultimate Outcome may be gradually emerging but it will need further articulation of expected results during the second half of the project.

A logic model is often not adequate to convey a theory of change for a complex project. While there is no statement of the overall theory of change, the broad results chain may contain the following sequence:



Progress toward better definition of goal achievement (resilience end results) can be found in several project activities that produce tangible outputs such as, for example, Output 1122 – CDEMA auditing of disaster response capabilities for gender equality and human rights inclusion within national disaster recovery systems and capacity gaps to be filled; and Output 1123 - strategic engagements for building capacity that provide examples of gender responsive climate actions, enhanced technical capacity of sector professionals, and knowledge building and information exchange in gender responsive climate change among sector professionals¹⁷, and the potential follow-up on the project-funded Road Maps for Nationally Determined Contributions (NDCs) under UNFCCC.

¹⁷ Project Board meeting Dec. 13, 2021; three outputs noted: AOSIS Technical Paper on Gender Responsive Climate Change Actions in SIDS; Nationally Determined Contributions Gender Mainstreaming Tool Kit; Gender and Climate Change Community of Practice (COP) Network.

The MTE discussions indicate some uncertainty about the project’s overall theory of change which links the various activity components and outputs of the implementing partners, and the purpose and scope of climate finance and the sector investment (local projects) components. How they collectively contribute to structural change in resilience of women and marginalized groups may need further clarification.

The difficulty of small nations obtaining resources to finance and initiate international climate change funding proposals is a recognized problem. The current project support is greatly appreciated by the participating countries because it serves a priority need that was identified at the country level. While the need for climate financing interventions was recognized in the project design documents, specific mechanisms were not identified until project implementation was underway. The December 2020 monitoring report states that the PMU “commenced implementation of activities which provided *‘targeted value-added support to countries in leveraging climate funds’*. Recognizing that some of the planned actions contained in the NAPs and NAMAs would benefit from further financing, the project team initiated a process to *improve countries’ capacity in leveraging climate financing...* The Offer of Complementary Funding (OCF) was established for the Governments of the beneficiary countries to present proposals to assist in accelerating the closing of the existing climate financing gaps and to leverage sustainable and diverse sources of climate finance”. The OCF became an “add-on” to output 1112 that countries are doing on their own. However, because finance is critically important for sustainability, this component needs to be linked strategically to the project outcomes.

The MTE review of design suggested that *climate financing and local project investment strategy* may need to further consider the following:

- i) How the climate financing component supplements the available project preparation grants and related country programmes¹⁸ of the main multilateral funding sources (GEF, AF, GCF, UNFCCC) and builds upon the national capacities to plan for and implement climate change resilient development that were reportedly achieved in the recent J-CCCP project.¹⁹
- ii) Potential support for capacity building for further accreditation of regional organisations for direct funding under GCF and other funding sources as one means of securing future financing.
- iii) Project links to public sector finance reform programmes to enhance commitments and

¹⁸ Project proposal development funding is available through various multilateral and bilateral programme sources. See for example, the GEF Country Support Programme, <https://www.thegef.org/what-we-do/topics/country-support-program> and the GEF Small Projects Programme, <https://sgp.undp.org/projects-154.html>

¹⁹ The JCCCP project apparently developed capacity to design and management climate change projects (see John K. Ogwang and Saudia Rahat, Final Evaluation of the Japan-Caribbean Climate Change Partnership Project, March 2020, p.xii). This capacity development may not have been sufficient because OCF has now been required to supplement the limited resources and capacity of the countries.

sustainability of efforts to mainstream climate and gender into national development planning and ministry of finance budgeting processes as envisioned as part of SASAPs in the financial sector (e.g., national budget tagging and reporting on climate and gender expenditures).

- iv) Clarity in the central purposes of the local projects – e.g.: stakeholder engagement, awareness-raising, proof of concept, demonstration for replication, piloting for scale-up, and whether future project funding should be limited to addressing social equity aspects.
- v) The overall climate change financing plan for the region and how the project and UNDP can complement and contribute to sector-wide or at least harmonized approaches between DRM/CCA programmes, donors and financiers in the Caribbean.²⁰

These comments suggest a need for a financing strategy to guide annual work planning and budgets in conjunction with: a) national recommendations on development of gender-responsive and socially inclusive policies and plans to build resilience through leveraging financing in the priority sectors, b) the processes for country climate change project design and quality assurance with the resources (or resource gaps) to ensure the gender/human rights commitments are implemented as planned, and c) potential EnGenDER synergies with climate financing activities in the region external to the project.²¹

5.1.2 UNDP coherence

The Relevance criterion and evaluation questions focus on the extent of project alignment with UNDP priorities and plans. UNDP's corporate planning at the regional and country level place a high priority on disaster and climate change resilience and on gender equality and inclusiveness. In addition to coherence with these plans, the project also indirectly supports Sustainable Development Goals (SDGs 2, 5, 10, 11, 13, 14, 15,16)²².

UNDP's Strategic Plan (2018-2021) was designed to be responsive to the wide diversity of the countries in three broad development contexts: eradicating poverty; structural transformations; and building resilience. The disaster risk reduction and recovery team (DRT) fosters the integration and mainstreaming of disaster risk reduction as a key element of sustainable development in the LAC region. The Plan has "build resilience to shocks and crises" as one of its three pillars and Crisis Prevention and Increased Resilience and Women's Empowerment and Gender Equality as two of its Signature Solutions.²³ The Plan also aims to strengthen resilience to crisis and shocks and support countries with assessments, planning

²⁰ See background information on Caribbean projects in Annex 8: Multilateral and Bilateral Climate Change and Disaster Risk Management related projects in the EnGenDER Project countries.

²¹ This suggests that the OCF should have a more detailed strategy of what it is trying to achieve: more project funding; enhanced capacity for high quality project design, expanded climate financing (including at national planning/budgeting level) for gender responsive climate change resilience, etc.?

²² Project Document, 2019, p.1

²³ <https://www.latinamerica.undp.org/content/rblac/en/home/our-focus.html>

tools and mechanisms so that gender-sensitive and risk-informed prevention and preparedness solutions are available to limit the impact of natural hazards.²⁴

The project document noted that at the regional level the project contributes to the United Nations Multi-Country Sustainable Development Framework (UN MSDF) 2017-2021 priority area 4: Sustainable and Resilient Caribbean and outcome 4.1: Policies and programmes for climate change adaptation, disaster risk reduction and universal access to clean and sustainable energy in place, and it responds to several of the intended outcomes of the Comprehensive Disaster Management (CDM) Framework 2014-2024.²⁵ In reply to the Quality Assurance questions, the project management response noted that “the project responds to both sustainable development pathways and inclusive and effective democratic governance and is aligned to the work under risk management for resilienceand includes SP Output Indicators 1.3.1.1 and 2.3.1.1.”²⁶

The coherence of the EnGenDER project with other UNDP commitments to and endorsements of various international gender equality conventions and strategies including the UNFCCC Gender Action Plan and others is assumed given the central purpose of the project is gender equality and human rights related to marginalized groups.

The project complements and directly assists implementation of UNDP corporate and country priorities and strategies and is therefore fully aligned with and relevant for UNDP commitments in the Caribbean.

The project team followed UNDP’s March 2020 corporate directive by switching to emergency mode, and engaging with the implementing partners (UNDP and UN Women) and the donor agency (Canada) to respond to the emerging global pandemic by reprogramming 10 percent of the funding for activities such as GBV prevention and awareness, direct income support and access to essential goods and services.

5.1.3 National coherence

Given that the Caribbean is highly prone to natural hazards such as hurricanes, floods, volcanic and seismic activities, droughts and extreme heat, the participating countries have by necessity designated organisations for disaster management. The functions of the disaster management offices include, but are not limited to:

- Implementing government policy and programs aimed at lessening the impact of disasters;
- Providing training in disaster management;
- Issuing early warning of hazards to institutions and the general population
- Calling for activation and/or deactivation of the National Emergency Response Plan; and

²⁴ Outcome 3, Signature Solution 6, UNDP Strategic Plan 2018 – 2021 <https://strategicplan.undp.org>

²⁵ Project Document, 2019, p. 13-14.

²⁶ UNDP, Design & Appraisal Stage Quality Assurance Report, March 24, 2021

- Leading disaster response efforts and coordinating with other sectors and with regional and international structures.²⁷

The Caribbean Disaster Emergency Management Agency (CDEMA), with 18 Participating States is at the centre of the capacity development efforts for disaster risk management. CDEMA's response mandate is to:

- Carry out immediate and coordinated response to disasters in Participating States;
- Mobilize and coordinate disaster relief from governmental and nongovernmental organizations for the affected Participating States;
- Promote the establishment, enhancement, and maintenance of disaster response capabilities among Participating States.
- Execute the Regional Response Mechanism (RRM) for the coordination of disaster response among CDEMA Participating States, regional and international agencies.²⁸
- Note that there is no explicit reference to gender equity or social diversity inclusion in these mandates although this may be rapidly changing with this and other support projects (see Achievement section).

Like many small island states, there are significant institutional capacity and resource limitations affecting efforts to develop disaster risk management in the Caribbean.²⁹ The project document noted that “preparedness for post-disaster recovery planning across the Caribbean has largely been an ad hoc process with few countries having institutional or legislative arrangements in place, inclusive of updated recovery plans with a clear indication of how the country will prioritise and manage a post-disaster recovery process.”³⁰ CDEMA is actively engaged in addressing capacity obstacles related to “insufficient human and financial resources being invested in National Disaster Management Organizations (NDMOs), ranging from deficiencies in their institutional frameworks to a lack of coordination between these agencies.”³¹ Dominica, Saint Kitts and Nevis, Grenada, Saint Vincent and the Grenadines and Saint Lucia are undergoing a comprehensive institutional evaluation of their respective NDMOs to identify weaknesses in their preparedness and response systems, and to build a framework that will support future regional cooperation. This initiative is supported by the Africa Caribbean Pacific – European Union Natural

²⁷ Mônica Zaccarelli Davoli, Disaster Management Structures in the Caribbean, Mental Health and Psychosocial Support in Disaster Situations in the Caribbean, Pan American Health Organization, 2012

²⁸ Claudia Gazol, Strengthening Early Warning Systems in the Caribbean, SouthSouth Cooperation Strategy, nd, p.4.

²⁹ For example, FAO's evaluation of their climate change programme noted that in St Lucia, despite an investment in best practices, damage assessment processes and a draft policy framework, no institutional or policy change occurred to advance these results due to a lack of ongoing funding and government support. FAO, Office of Evaluation, Evaluation of FAO's Contribution to Climate Change Adaptation and Mitigation, Oct. 2015, p.32.

³⁰ Project Document, 2019, p. 9

³¹ ACP-EU Natural Disaster Risk Reduction Program, Upgrading Caribbean Disaster Preparedness, and Response Capacities, Caribbean nations work together for regional resilience, The World Bank.

Disaster Risk Reduction (ACP-EU NDRR) Program, an initiative of the ACP Group of States, funded by the EU and managed by the Global Facility for Disaster Reduction and Recovery (GFDRR).

The project complements the disaster management priorities of the countries but significant challenges still exist for developing and maintaining effective capacity and mobilizing support for the gender and human rights aspects. For example, the recent J-CCCP project supported “significant policy innovation” in CCA and DRM in eight participating Caribbean countries although little attention was given to gender and social equity in the J-CCCP project. It would be nevertheless interesting to know whether these innovations are now fully established several years after project closure in order to better understand sustainability potential of the outputs from the EnGenDER project which will depend on similar long term capacity development.³²

Important efforts are being made in the mainstreaming activities, which are a central focus of the project. For example, the Gender Specialist found that the EnGenDER project was changing the landscape with respect to policies, programs and activities: *“From the perspective of gender and social equity, the project aligns with national priorities for mainstreaming gender as demonstrated by the countries with existing gender equality policies, action plans, and the priorities of the national gender machineries.”* But while this suggests that there is some national coherence with CC adaptation policies and national agreements, the full consistency of EnGenDER and integration of gender and social equity concerns with national DRM/CCA programmes, projects and national budgets has yet to be determined.

The relevance and influence of the project within the larger Caribbean DRM/CCA landscape also remains to be seen. There is a broad set of multilateral, bilateral and civil society interventions across the region. See an indicative list of project activities in **Annex 8** (Multilateral and Bilateral Climate Change and Disaster Management related projects in the EnGenDER Project countries). The relationship to important regional initiatives such as those of CARICOM, CCCCC and CDKN are not clear.³³ Strategies for leveraging impact could be considered. For example, how influential will the project be in supporting gender and inclusiveness objectives of the World Bank and IADB climate investments³⁴ including for example the “cadre of experts specialized in risk assessment” and the various operational products such as Country

³² The suggestion is that UNDP and Canada should look back at J-CCCP and see what remains of the “innovations” that were introduced several years after project closure

³³ E.g., CARICOM/Community Climate Change Centre, Implementation Plan for the ‘Regional Framework for Achieving Development Resilient to Climate Change’; <https://cdkn.org/project/project-development-implementation-plan-regional-framework-achieving-development-resilience-climate-change>

³⁴ For example, the World Bank Group “has supported Caribbean government clients in generating landslide and flood hazards information, developing hazard mapping studies, and using these studies for disaster risk reduction planning and infrastructure improvements. An on-line handbook was developed to support the generation and application of landslide and flood hazard and risk information to inform projects and programs within the planning and infrastructure sectors, specifically targeted to small countries in the Caribbean region.”

Disaster Risk Profiles³⁵ (CDRPs) and the Caribbean Handbook on Risk Information Management (CHARIM).³⁶

Given the growing risks and threats of extreme weather events in the region, the project is fully consistent with the disaster management and climate change priorities of the nine participating countries, although the project niche in terms of increased resilience for women and disadvantaged persons needs to be further defined in an updated project strategy.³⁷ The contributions of the many activities and outputs by the various partners and delivery agents toward a core set of resilience outcomes should be considered in the remaining years of the project.

5.1.4 Beneficiaries' relevance

The project document lists key stakeholders including 13 government departments, 15 interest groups and 8 other sectors. The project beneficiaries are primarily women and socially vulnerable populations that are at risk to natural disasters including the organisations, communities and households that are the main target of the project outputs and activities and that have generally higher exposure and vulnerability to natural disasters. Women's organisations and groups, gender-specific groups and national gender machineries were specified as target sub-groups, the needs of which were highlighted in an online survey (July 2018) and their active engagement was to be facilitated by capacity building, access to monitoring and accountability tools as well as opportunities to influence planning and decision-making.³⁸

Based on the review of the project document and the annual workplans, progress reports, training reports, etc., the primary beneficiaries and their involvement to date is summarized in Table 1, as follows:

³⁵ CDRPs reports prepared so far for Belize, Dominican Republic, Grenada, Haiti, Jamaica and Saint Lucia.

³⁶ There are opportunities to link and utilize EnGenDER outputs with other similar programmes in the region. This consideration of the CCA/DRM programs landscape was requested in the terms of reference for the MTR

³⁷ The suggestion is that a revised project strategy (theory of change) needs to demonstrate how the project will enhance the resilience attributes of the beneficiaries

³⁸ Project Document, 2019, p. 25.

Table 1: Profile of Beneficiaries – participants identified from project activities to date

Outcome activity components	Participating organizations engaged in implementation: government + civil society	No. of participants (F/M) involved in activities*
Outcome 1110 activities	<i>e.g., Empowerment training service providers; NAP/NAMA implementing agencies</i>	Gender Mainstreaming training – June 2020 – 103 participants – 16 males; 87 females NDC, Gender Training Clinics – July 2021 – 257 (average of 53 per clinic) 81% female participation
Outcome 1120 activities	<i>e.g., Caribbean Community Climate Change Centre (X members)</i>	Consultations on Gender Inequality and Cost of Inaction Study; MNRF Development; Country Capacity Assessments (in the process of calculating the consultations with number of men and women)
Outcome 1210 activities	<i>e.g., UNW sponsored KAP and behavioural studies</i>	KAP Study – 112 respondents - 74% female, 26% male
Covid Emergency Support (1125)	Organisations involved in humanitarian assistance:	5,626 direct beneficiaries (avg 75% females; 12% disabled) 150,000 indirect beneficiaries
Climate finance	<i>6 countries involved to date; sponsoring agencies to date:</i>	<i>data not yet available</i>

*Data on trainees, workshop participants, technical assistance recipients, local/NAP-NAMA project beneficiaries, GBV clients, differently-abled persons, Covid assistance households and other direct beneficiaries provided by the PMU

Table 1 shows that the primary beneficiaries on the project are technical persons in various government departments (Gender Affairs, Climate Change or Environment, Ministry of Finance or Planning, Agriculture, Health, Energy, Transportation, Social Welfare), National Disaster Management Organisations (DMOs), and women’s groups and vulnerable individuals such as the elderly. Women make up at least 75% of the direct beneficiaries. A sample breakdown of support provided under the Covid emergency includes the following:

Income support – distributed to 1,300 vulnerable individuals who lost their jobs due to the COVID pandemic, including women, persons with disabilities, and the elderly

PPEs – distributed to organizations working with vulnerable persons (8,658, 66% women; 12% disabled; 9% elderly) and gaining access to essential goods and services

GBV campaigns – benefiting over a thousand women and girls through strengthened capacities to prevent and respond to GBV

Grenada – Food hampers distributed to 195 vulnerable persons; funds distributed to 317 beneficiaries from 3 sectors, Social Development & Housing (100), Agriculture (60), Tourism (200)

Dominica – Cash transfer/income support provided to 150 households (89% female-headed households) and 570 vulnerable persons

Antigua – Cash transfer/Income support provided to 100 GBV survivors (100% females)

St Lucia – Income support provided to 75 vulnerable persons (100% females)

St Vincent – Food vouchers distributed to vulnerable persons (% females?).

Caribbean Stakeholders need Practical Benefits

The project document notes some specific practical needs related to Caribbean beneficiaries; such as “an absence of research to inform guidelines, for example, how to construct to withstand both hurricanes and earthquakes for lower income brackets”.³⁹ A recent World Bank review of resilience in the Caribbean pointed to historical patterns involving high exposure to global business cycles and natural hazards, which has resulted in high economic volatility, high unemployment, and persistent inequality and poverty.⁴⁰ The report found that “Caribbean countries have achieved resilience levels that have allowed them to support economic development despite large recurring damages and losses from shocks. But this relies to a large extent on informal mechanisms that neither systematically protect the poor and most vulnerable groups nor prevent the loss of human capital”.⁴¹ Low-income, natural resource dependent households are the most exposed and vulnerable to disasters, especially if they involve food insecurity, people with chronic medical conditions, the elderly and women-headed families. In terms of the human rights aspect, a pro-poor focus (household income and food insecurity) is part of the social protection measures being strengthened by WFP, and is implicit in the support for women’s organisations and marginalized groups.

Since beneficiary targeting is important, a clearer view of the primary beneficiaries at regional, country and local levels would be preferable. There is also little direct focus on the essential capacity of the Red Cross, which is normally at the centre of disaster response and recovery, although high level coordination of the Red Cross occurs through CDEMA. The relationship between project beneficiaries (women and marginalized populations) and operational disaster response priorities is not very explicit except for links to climate change NAP/NAMA/NDC mechanisms. For example, long-term care facilities and elderly populations in disaster risk situations are typically a priority for Red Cross and first responder preparedness.⁴² But these frontline needs do not appear to be within the project mandate, although links to vulnerable elderly persons in the Red Cross/Canadian-funded Caribbean Community Resilience Building Program may be possible.⁴³

³⁹ Project Document, 2019, p. 9

⁴⁰ Summary document page 2

⁴¹ EU/GFDRR/The World Bank, 360° Resilience: A Guide to Prepare the Caribbean for a New Generation of Shocks, 2021, p.3

⁴² Although the Red Cross is not very active in the Caribbean, apart from Haiti and Cuba, local Red Cross associations provide support after hurricanes. E.g., Canadian Red Cross/Help Age International, Integrating Older People: A training of trainers manual for successful mainstreaming of age friendliness in Canadian Red Cross’ programme in Aceh, Indonesia.

⁴³ <https://crb.redcross.vc/>

The project is highly relevant for the needs and priorities of women in general, although specific populations with high exposure to risks and high levels of vulnerability at the country level are not currently well defined within this regional project. This may become more of a focus as local sub-projects are implemented in the second half of the project. Support for institutional change needs to demonstrate that it is addressing specific needs and priorities related to women and the marginalized groups of beneficiaries on the ground where resilience results really matter.

5.1.5 Participation/ownership

The extent of participation of various implementing partners and cooperating organisations is described in the project document (quality of partnerships is discussed under section 5.2.4 Achievements below). The preparation of the project document involved consultation with 37 state actors and 44 non-state actors across the region.⁴⁴ The project design also involved an online survey conducted in July 2018, engaging 108 respondents (84F/24M). It highlighted the gaps and needs in strengthening these groups, including the view of 55% (n=32) that “gender specific groups are not meaningfully engaged in national policy and programmes related to DRR and CCE”, and only 7 and 9% (n=9) that they receive regular briefing and training on disaster preparation and risk reduction and adaptation approaches and mitigation technologies.⁴⁵ Respondents indicated that the four priority sectors of Agriculture, Water Resources, Fisheries and Coastal resources were the key sectors where gender-responsive climate actions can be best implemented for woman and girls, and this helped to guide the selection of priority sectors.⁴⁶ The project document and the subsequent start-up activities reflect a substantial effort to engage stakeholders in the design and planned implementation.

There are many ongoing consultations occurring within the project activities. For example, under Output 1121, UN Women has a target of 30 stakeholder consultation events and has completed 44 of these to date (147% of target, **Table 2**). Local ownership of the project activities and outputs is associated with willingness to integrate gender equity and social inclusion aspects into the development planning and disaster management processes and proposals. Ongoing development of commitment to ownership will depend on the extent of capacity development and practical viability of action for key partners to implement the various plan commitments.⁴⁷ There are many Caribbean examples where reports and action plans lie unimplemented once a project closes, so it is difficult to conclude on the extent of demonstrated ownership at this stage (ie., onward effects of consultations, training, technical assistance) but the general ownership trends are positive for the stakeholders that are engaged in the project at the present time, especially country gender bureaus and social protection agencies. For example, the IGS’s

⁴⁴ Project Document, 2019, Annex 6, p. 72

⁴⁵ Project Document, 2019, Figure 1, p. 26

⁴⁶ EnGenDER, Methodology: Selection of Priority Sectors, Feb. 15, 2021

⁴⁷ The final evaluation of the Japan-Caribbean Climate Change Partnership project found good and effective local support and ownership particularly where sufficient local level technical capacity was available. Ogwang and Rahat, op.cit., 2020 P.xii

stakeholder interviews with the gender machinery indicate that *“there is much more demonstration of increased ownership of gender+climate;”* there was an *“Overwhelming response on the recognition of the sectoral line ministries and climate-relevant sectors and entities building on and taking on gender themselves. This is demonstrated by ongoing conversations on gender, invitations to the gender machinery to participate in meetings and decision-making on climate and resilience issues, policies, programming, etc., and also the inclusion and representation of more socially diverse groups as stakeholders actually participating. This sets up for more action on the ground.”*⁴⁸

However, in spite of the appearance of this increased ownership (which is mentioned in the Gender and Human Rights sections of this report 5.5 and 5.6), It remains uncertain whether the ‘gender machineries’ have enhanced institutional capacity sufficient to sustain meaningful results post project (see section 5.4 Sustainability below). In this regard, the sustainability record of the predecessor J-CCCP project is not known.

5.2 Effectiveness

5.2.1 Achievements

The project document states that “the project, through its activities will build interest and political will for gender-responsive recovery, planning and mitigation against disasters and climate change, with a focus on building knowledge and understanding of stakeholders of the relationship between gender and climate change, and will support capacity building for strengthening national and regional systems coordination, action and accountability for gender-responsive and human rights-based action for resilience.”⁴⁹ The key evaluation questions for the Effectiveness criterion focus on “the extent to which the project’s intended results (outputs or outcomes) and targets have been achieved to date as per the project document/Results Framework and Annual Workplans” (Annex 2).

Table 2 shows major progress in achieving output targets as reported by the PMU. More than 44 percent of the 27 output targets are fully met and 63 percent are at least half completed. Notable achievements are the 44 stakeholder consultations, the strengthened awareness and capacity to prevent and respond to Gender Based Violence, and the update of the model national recovery framework along with five of the nine countries so far that have adopted an updated framework.⁵⁰ The project is working on many

⁴⁸ Margaux Granat, EnGenDER MTE chapter inputs on HR and GE, Feb. 16, 2022.

⁴⁹ Project Document, 2019, p. 12

⁵⁰ Post training self-assessments are used to measure the indicators related to “strengthened capacity” and “demonstrating capacity”, and “demonstrating change in knowledge, attitudes and behaviours”. There are some critical assumptions in the complex process of achieving and measuring increased capacity and behavioural change. The typical UNDP advice is that “training and technical assistance are not sufficient for capacity development”, as discussed elsewhere in this report.

different fronts as reflected in the 30 indicators presented in this table. Some of the activities have been large scale. For example, in 2020, over 130,000 people were reached via the Gender-Based Violence Awareness Campaign (GBV) and more than 1000 women and girls' capacity to respond to GBV were strengthened through initiatives such as training and counselling.⁵¹ More than double the targeted 140 social response workers (police, counsellors, social workers) have strengthened capacity, 630 female headed households have received income support, and over 11,000 vulnerable persons have improved access to essential goods and services (Table 2). Five of the nine countries have recovery capacity assessments completed, recovery frameworks adopted (CDEMA) and shock responsiveness analyses of social protection systems completed (WFP).

The project undertook COVID-related response support to address the pressing needs which were considered both a programmatic and a reputational risk for the project and where inaction was considered to likely result in lessening project impact on the target groups.⁵² This covid response followed a UNDP-wide emergency response strategy released in March-April 2020. With Canada's agreement, it was decided to reprogram 10 percent of the project funding (USD 1,149,000 of EnGenDER resources, USD 900,000 from UNDP's original allocation and USD 249,000 from UN Women) to provide much-needed immediate direct support to beneficiary target groups that the project had originally identified. Interventions were organized around the following service lines:

- Support to initiatives that tackle Gender-Based Violence and provide direct assistance to women victims of violence, with special emphasis in rural and small communities;
- Income support for the most vulnerable, including women, persons with disabilities, the elderly and individuals who lost their jobs due to the COVID pandemic; and
- Support to initiatives that facilitate the delivery of essential goods and services, such as food, medicines and care services to those that have lost their ability to access same.

Summary data on covid response beneficiaries (Output 1125):

UNDP provided emergency support to the COVID response, with activities focusing on vulnerable groups in the 9 project countries including women, girls, people with disabilities and the elderly, where the focus was on income support, psycho-social training, and gender-based violence. Reports from the PMU reveal that cash transfers and emergency hampers were distributed to 5,626 direct beneficiaries (75% females; 12% disabled) and 150,000 indirect beneficiaries in the Eastern Caribbean. Activities commenced between July and August 2020 for all countries except Guyana, where national elections and a change in government created delays in implementation. Delays were also experienced in Suriname and Jamaica, due to the closure of government offices due to Covid, and a misunderstanding about where the project

⁵¹ Project Board Meeting #5 minutes, Feb 2020, p.2

⁵² EnGenDER project Annual Report 2020, p.?

fit into the government's plans. By December 2021, all countries had completed their Covid response activities.⁵³

Table 2: Project Targets and Completion Rates to December 2021

Project Outputs (summarized titles) & Indicators	Targets	Actual	%
Outcome 1110 – Percentage of women and men in targeted groups demonstrating increased capacity for gender equality analysis in resilience planning and action at national levels	f-80 m-80	f-100 m-100	125
<i>Number of countries with data-informed development and investment plans that incorporate integrated solutions to reduce disaster risks and enable climate change adaptation and mitigation</i>	9	2	22
Output 1111 – Number of gender equality mainstreaming training workshops	3	3	100
<i>Number of sector-level NAPs and NAMA action plans produced with explicit gender-equality and poverty reduction outcomes, impact indicators and targets</i>	7	4	57
<i>Number of reports generated using gender-responsive data from operationalised MRV frameworks</i>	100	0 under review	-
Output 1112 – Number of gender-responsive, sector-level NAPs and NAMAs action plans under implementation	9	2	22
<i>Avg percentage of direct beneficiaries of NAP and NAMA interventions that are women, disaggregated by age (and other factors if available e.g. PWDs, income)</i>	50	0	0
Outcome 1120 – Average number of indicators of national recovery capacities for which scores improve	7	0	0
Output 1121 Number of stakeholder consultations	30	44	147
<i>Number of completed gender inequality of risk reports and policy briefs</i>	18	11	61
<i>Number of advocacy and training activities undertaken using gender-sensitive data</i>	15	0	0
Output 1122 – Completed update of national model recovery framework	1	1	100
<i>Number of national recovery capacity assessments completed</i>	6	5	83
<i>Number of countries with recovery frameworks and systems in place utilising sex, age and disability disaggregated data and gender analysis</i>	5	5	100
<i>Number of national personnel across sectors/ agencies trained in applying/using resilient recovery systems, disaggregated by sex</i>	f-60 m-60	f-30 m-30	50
<i>Number of shock responsiveness analyses of social protection systems completed</i>	9	3	33
Output 1123 – Training and systems development or strengthening for gender-responsive and inclusive recovery provided to national agencies - Number of national recovery capacity assessments completed	6	5	83
<i>Number of countries with recovery frameworks and systems in place utilising sex, age and disability disaggregated data and gender analysis (SP 1.3.1.1)</i>	5	5	100
<i>Number of national personnel across sectors/agencies trained in applying/using resilient recovery systems, disaggregated by sex</i>	f-60 m-60	f-30 m-30	50
<i>Number of stakeholder consultations held in which national gender machinery and women's interest groups are active participants</i>	9	3	33
<i>Number of shock responsiveness analyses of social protection systems completed</i>	5	5	100

⁵³ PMU Powerpoint presentation to the Project Board meeting

Project Outputs (summarized titles) & Indicators	Targets	Actual	%
<i>Percentage of high priority actions implemented</i>	45	2	4
Output 1124 – Completed agreement for operationalisation of the regional recovery facility	5	5	100
<i>Completed Standard Operating Procedures</i>	45	2	4
<i>Number of experts deployed through the Caribbean Resilient Recovery Facility, disaggregated by sex</i>	1	0	0
Output 1125 – Number of women and girls with a strengthened capacity to prevent and respond to GBV	480	1045	218
<i>Number of Awareness programmes focused on GBV</i>	36	15	42
<i>Number of persons with a heightened awareness of GBV</i>	146000	133000	91
<i>Number of women and girls who accessed protection services</i>	30	39	130
<i>Number of social response workers (police, counsellors, social workers) with a strengthened capacity to prevent GBV and provide psychosocial support to survivors</i>	140	332	237
<i>Number of beneficiary households with the income support they received (female headed households)</i>	450	630	140
<i>Number of persons that benefit from the income support provided (disaggregated by women, elderly, persons with disabilities)</i>	2000	2520	126
<i>Number of vulnerable persons with access to essential goods and services (disaggregated by women, elderly, persons with disabilities)</i>	5300	11558	218
Outcome 1210 – Number of decision-making tools being applied for more inclusive and responsive decision making	1	0	0
Output 1211 – Completed behavioural insight tool and methodology	1	1	100
Output 1212 – Number of activities from change strategies completed	16	0	0

Baseline and Targets are from the EnGenDER Results Framework and PMU, “Results as of December 2021”

Table 3 summarizes the status of key outputs at the country level based on information from the PMU. Almost one-third of the output categories are shown as fully completed across the countries. Gender responsive budgeting is completed or well advanced in six of the countries. St Vincent & Grenadines, Belize and St Lucia have led in development of climate change financing proposals. Interviews with Antigua and Barbuda indicated that their Department of Environment has significant capacity in the area of climate financing, and are even providing support and advice to Dominica. Capacity building for inclusion of gender in climate change Nationally Determined Contributions (UNFCCC) are reported as 90% complete, and two countries have completed NDC mainstreaming roadmaps. Behavioural Change Framework and Action Plans are 20% completed, and with the exception of Belize, implementation of Gender Responsive Climate Actions is only just commencing.

Table 3: Status of country outputs completion to date (reported December 2021)

Key Outputs in Countries	✓ Activities completed and % remaining in each country								
	ANB	BLZ	DOM	GRN	GUY	JAM	SLU	SVG	SUR
Output 1111 GCRA –Gender based Climate Resilience Analysis (UNW)	✓	✓	✓	✓	✓	✓	✓	✓	✓
Output 1111 GRB SASAPs –Gender Responsive Budgeted Sectoral Adaptation Strategies and Action Plans (UNDP)	✓	80%	✓	60%	0%	10%	✓	✓	80%
Output 1125 COVID Response (UNDP)	✓	✓	✓	✓	✓	✓	✓	✓	✓
Output 1112 OCF -Offer of Complementary Funding -Climate finance (UNDP)	50%	90%	55%	10%	10%	10%	10%	✓	n/a
Output 1123 GCC NDC CB -Gender Nat Deter Contributions and Climate Change Capacity Building Programme (UNDP)	90%	90%	90%	90%	90%	90%	90%	90%	90%
Output 1211 BC FAP - Behavioural Change Framework and Action Plan (UNDP); 1212 Regional strategy for Behaviour Change and Communications to inform national strategies (UNW) ⁵⁴	20%	20%	20%	20%	20%	20%	20%	20%	20%
Output 1110 IMP –Implementation of Gender Responsive Climate Action (UNW)	10%	60%	10%	0%	0%	0%	10%	20%	20%
Output 1100 Road-Map- Nat Deter Contrib. Gender Mainstreaming Roadmap (UNDP)	n/a	n/a	✓	n/a	n/a	n/a	n/a	✓	n/a
Output 1100 NDC PS -Gender responsive NDC Private Sector Scoping Study (UNDP)	n/a	n/a	n/a	n/a	n/a	n/a	n/a	✓	n/a
Country Expenditures '000\$ rounded	299	552	234	184	53	72	243	245	119

Source: PMU presentation to Project Board meeting, December 13, 2021

Selected highlights of progress under the three main Immediate Outcomes are presented below based on the available progress⁵⁴ reports and the interviews and survey.

(i) Immediate Outcome 1110: Improved national capacity for gender-responsive climate change planning and implementation among state and non-state actors in the target countries

⁵⁴ This entry is a record of what was included in the PB mtg presentation for December 2021. While 1211 BC FAP was recorded at 20%, Output 1212 was not included in the PB mtg presentation (but it was added here in accordance with a comment by PMU)

This outcome involves outputs related to mainstreaming gender equality issues into national development and budgeting and specifically the National Action Plans (NAPs), Nationally Appropriate Mitigation Actions (NAMAs) and Nationally Determined Contributions (NDCs) under UNFCCC.

- Gender-based Climate Resilience Analysis and Cost of Inaction Studies and extensive gender mainstreaming training have been completed by UNW in all of the countries, focusing on risks to and adaptive capacities of key vulnerable groups including some strategies for risk reduction in different sectors. These are expected to assist development of national plans, and actions to address the inequities and vulnerabilities. It was noted in interviews that these inputs for the SASAPs provide background data to operationalize the gender focus in each priority sector.
- Development of the SASAPs (Gender Responsive Budgeted Sectoral Adaptation Strategies and Action Plans) and the implementation of the action plans by UNDP, with six of the countries having completed and two others near completion in planned outputs. It was expected that by end of the year four action plans would be under implementation.⁵⁵ According to interview informants, the timing of formal approvals may be delayed depending on government processes and schedules, but the documents are used for advisory purposes in the interim. Some policy recommendations as well as endorsement of updated NAP and NDC documents by Cabinet are pending in the countries.
- Gender-responsive and inclusive NAP and NAMA priority interventions in target sectors in collaboration with state and non-state sectoral actors have been targeted for seven countries, four of which have produced NAP/NAMA action plans with explicit gender-equality and poverty reduction outcomes, impact indicators and targets (Indicator, Table 2). Two countries have NDC gender mainstreaming roadmaps.
- Gender mainstreaming is occurring in a variety of priority sectors. For example, project funding in Jamaica will develop a climate responsive and gender mainstreamed Transport Sector Policy with consultative workshops and transport surveys that will inform interventions and actions in support of the needs of the most vulnerable groups. The depth of the mainstreaming results and their links to priority risks and vulnerabilities remain to be considered in the project's impact monitoring programme.⁵⁶
- Communications Strategies are under development or planned in the countries with the aim of leading targeted awareness intervention to key decision-makers in the DRM-relevant agencies.

⁵⁵ EnGenDER, Milestones for 2021 PB MTG FEB 2021

⁵⁶ Climate-related decline in specific fisheries was also noted along with opportunities to increase the role of women in fisheries renewal if the necessary change processes can be initiated – a major challenge; see for example: FAO, “Lessons Learned” Promoting gender equality and women’s empowerment in fisheries and aquaculture, 2016; and <https://www.genderaquafish.org/>

This awareness will support the decision makers in ensuring that assessments relating to gender and other vulnerable group account for their specific needs.

- The Offer of Complementary Funding (OCF) under EnGenDER output 1112 is helping many of the countries to access climate finance as many funding applications are reportedly rejected due to the lack of data and the need for more detailed technical information. It was stated that the funds will be used to ensure that each country's applications for climate change adaptation/ mitigation initiatives incorporate gender equality and inclusiveness and to leverage a significantly larger sum of climate financing. See the example in Antigua and Barbuda: "Mainstreaming Financial Resilience to Climate Change for Food Security" and "A Just Transition of the Workforce for Transition to Renewable Energy". In Jamaica, for example, the OCF includes a focus on Vulnerability Assessment and Gender Analysis of Housing aimed at funding through the GCF Readiness and Preparatory Support Programme.

(ii) Immediate Outcome 1120: Improved integrated recovery planning and frameworks at the national and regional levels for gender-responsive and resilient disaster recovery by key vulnerable groups

This outcome involves outputs related to CDEMA's efforts to integrate gender and inclusiveness into disaster recovery systems through an updated auditing tool and other planning processes, and analyses and development of countries' 'shock responsiveness' capacities delivered through WFP, and the UN Women Gender Inequality and Costs of Inaction Studies.

- The EnGenDER contributions to the updated Disaster Recovery Audit tool are part of the larger Comprehensive Disaster Management (CDM) Audit Tool and the Recovery Capacity (RC) Assessment which assess the capacities of CDEMA's Participating States to advance all phases of the disaster management cycle and in so doing, strategically target limited resources to its member states. In the updated Recovery Audit Tool, 103 questions are presented for priority sector representatives from countries to answer, including five sets of questions on Gender and Disability Inclusion. The audits are used in various ways to highlight capacity needs. In Guyana, for example, "the country capacity assessment undertaken in early 2021 was based on the review of the CDM Audit tool and serves as a prerequisite for development and implementation of interventions that will allow for Guyana to respond to "weak" areas of the recovery framework for the country".⁵⁷ The audits may be supplemented by external assessments of recovery capacity also underway.⁵⁸

⁵⁷ UNDP, EnGenDER Country Summary Points, June 2021.

⁵⁸ It was noted that the World Bank is addressing operational gaps of recovery planning through Sectoral Capacity Assessments and that Recommendations resulting from the assessment will also inform the design and implementation of recovery capacity

- The updating of the Model National Recovery Framework is also being undertaken through CDEMA under the EnGenDER initiative. The MNRF provides a suite of tools including guidance on procedures, processes and institutional frameworks, checklists and a monitoring and evaluation framework (M&E) to support gender responsive recovery planning. It will provide direct guidance for post disaster situations along with a guide for the adaptation of the tool to some countries (eg., ANB).
- Assistance to organizations addressing gender-based violence has targeted 36 awareness raising programmes and completed 15 of these so far, providing heightened awareness of GBV to 133,00 persons. Over 1000 women and girls have benefited from strengthened capacity to prevent and respond to GBV (Table 2). Covid-related assistance has been provided to many highly vulnerable persons in the form of food vouchers, hampers and cash transfers.
- UN Women activity 1121, undertook *Gender Inequality and Cost of Inaction Studies*, which focus on the analysis of the adaptive capacities of key vulnerable groups to respond to multiple hazards in project countries as well as the related cost of inaction to climate change adaptation. The project document stated that “from these studies, countries can map the gender differentiated coping and adaptive capacities for key vulnerable groups and the key sectors and provide specific recommendations for gender- and age- responsive risk reduction strategies.”
- WFP undertook case studies in Belize, Saint Lucia, Jamaica and Guyana as an analytical foundation for social protection systems linked across departments to the disaster recovery systems. Shock responsiveness analyses of social protection systems completed in five countries (Table 2) and joint training with CDEMA.

(iii) Immediate Outcome 1210: Increased application of gender-responsive and rights-based approaches by national climate change and disaster risk reduction coordinating bodies.

This outcome involves outputs related to knowledge development and behavioural change leading to National Communication Strategies that support awareness-raising and decision-making processes that are gender-responsive and human rights oriented.

- UNW has developed a programme around a Knowledge, Attitude and Practices (KAP) survey and analyses method that identifies potential barriers or obstacles to behavior change (KAP/B)
- The project has supported the development of National Communication Strategies to facilitate behavioural change needs arising from KAP/B surveys. The current plan is to evaluate how

activities under the Canada-Caribbean Resilience Facility (CRF), as well as other activities led by national governments and other stakeholders. EnGenDER Recovery Audit Tool; https://undp.sharepoint.com/:x:/r/teams/BRB/EnGender/_layouts/15/Doc.aspx

behaviour may have changed as a result of project interventions.

- The project has established the National Mechanism for Decision Making (NMDM) or an alternative designated structure in each participating country that is designed as a country driven assistance and coordination mechanism for the project activities and outcomes. It is proposed as an “intersectoral technical coordination body for the EnGenDER Project” at the national level. This is to address the multi-sectoral nature of the actions of the project, the need for coherence with national policy processes, and the need to ensure synergies with related initiatives involving governments and development partners. These mechanisms will be especially critical for keeping a focus on gender-responsive actions in the context of climate change and disaster recovery, so it is essential that they be maintained after the end of the project.

5.2.2 Factors Affecting Achievements

Internal Factors

- Gender-based climate resilience analysis and cost of inaction studies provide basic information on risks and vulnerabilities which “countries can map the gender differentiated coping and adaptive capacities and undertake actions for gender and age-responsive risk reduction.” This assumes effective utilization of the project outputs, presumably with follow-up international support. What are the remaining barriers to uptake? The main uses of these outputs seem to be as a basis for gender-related policy adjustments and as input for gender-responsive and inclusive project development. However, the use of these baseline assessments in comprehensive country disaster management plans and programmes (where they occur) depends on the country situation and DRM capabilities.
- Stakeholder engagement, covid constraints and getting people online for meetings was noted along with the limited number of technical officers available to manage international projects in the countries. It was suggested that national capacities to carry forward new international projects will require supplementary staff and designated project coordinators.
- The role of capacity development within the OCF component has not been directly addressed since the main focus is on producing high quality project proposals for international funding often requiring international consultants. Government and NGO capacity building (which was reported as having occurred in the J-CCC project) appears to be an incidental rather than a direct output of the OCF activities. The “deeper analysis that can be done of the capacity ...and the tools and skills needed” as mentioned in the EnGenDER project document remains to be seen.
- KAP studies and attitudinal surveys identify perceptions that can act as barriers, but they have limitations for changing behavior depending on context: they reveal “what was said, but there may

be considerable gaps between what is said and what is done". Project participants may have a new understanding and appreciation that influence their actions, but institutional and enabling environment factors also shape the actual ability to address recognized inequities affecting women and marginalized groups.

- Other internal factors noted in the interviews and survey responses highlighted uncertainties about the post-project sustainability pathways and dependence on having established greater awareness of gender and marginalized groups vulnerabilities and revised procedures for project development as the main basis for sustainability. Questions remain as to whether NMDMs can be maintained post project. Constraints that were noted include the complexity of the project across many countries and sub-projects, which contributes to disjointed use of existing data and knowledge gained from one project to another, limited transfer of experience and knowledge, government counterparts being spread too thin and wearing too many hats to effectively participate and coordinate opportunities, difficulties in procurement of consultants, online/remote working environment constraints, strict selection criteria for social protection beneficiaries, problems in reaching some beneficiaries and transferring funds, and the multiple international programmes underway within CDEMA contributing to delayed deliverables.

External Factors

- Pandemic issues made operations more difficult just as project implementation was accelerating. The project had to adjust to the pandemic and revise work plans. There were significant resources originally allocated to wider in-person engagement that the agencies would perform throughout implementation and because of travel and distancing requirements no in-person engagement was possible. The project was not able to organize conferences or gender training sessions. Significant resources were committed but not delivered. Consultations were delayed due to lack of stakeholder availability. For example, the climate reliance analysis had to extend the length of the consultancies because of the time it was taking for the vendor to collect the available information.⁵⁹
- Some unpredictable factors have caused minor delays such as the volcanic eruption in St Vincent and the Grenadines. More generally, delays and minor difficulties are apparently related to (i) the workload of the country government staff responsible for the project and intervening demands of government for unrelated issues that arise, and (ii) the low response of stakeholders to invitations to participate and Covid-related online meeting fatigue.
- Policy and institutional constraints are a factor in efforts to mainstream gender budgets into national and subnational budgets. There are still questions about the integration of SASAPs and other outputs into national development planning and budgeting processes, an area where UNDP

⁵⁹ Minutes of Project Board meeting 5 Feb 2021

has been at the forefront in developing Climate Change Public Expenditures and Institutional Reviews (CPEIRs) and other climate finance mainstreaming methods.⁶⁰ A program of DRM and CCA mainstreaming into financial management systems of Caribbean countries has been initiated with support from the Inter-American Development Bank including a methodology to assess the status of incorporation of DRM and CCA in the National Public Investment Systems (NPIS) of its borrowing countries.⁶¹ The integration of gender-responsiveness into DRM and CCA planning, including NAPs, NAMAs and NDCs is one level of mainstreaming but extending this to the wider public financial management processes (including climate and gender tagging of budget expenditures) is uncertain at this stage.

- The complex interplay of political and technical factors in the delivery of public financial management reform was noted in the UK Government Annual Review (Sept. 2020): “The past year has also provided confirmation of the capacity challenge facing SIDS, and the importance of *ex-ante* preparedness. Governments need disaster and pandemic management legislation, policies, and plans that are up-to-date, adequately resourced, and enacted. Also needed are training, simulations, drills, and exercises especially for budget officers, government accountants and procurement specialists, to prepare for emergency responses. Government departments need business continuity and disaster recovery plans that are up-to-date and tested, and Governments need to report annually to Parliament and the public on actions taken, their impact, and response readiness. Better models and data are needed to forecast the financial impact of major natural disasters on the budget and the economy, drawing on the experience of the actual performance of systems and adjustments made to respond to disaster events such as the hurricanes of 2017 and the 2020/21 COVID-19 pandemic.”⁶²
- There is great hope that EnGenDER will build on results of the previous Japan-Caribbean Climate Change Partnership project (J-CCCP). For example, the UK Annual Report made reference to the J-CCCP indicating that “*EnGenDER will support the implementation of gender-responsive and rights-based adaptation and mitigation actions in priority sectors, ensuring that there is improved capacity at the national level.... the PMU was able to start the development of the SASAPs in six countries during the reporting period, substantially exceeding its target of two countries.*”⁶³ However, there is some concern that the capacities and partnerships created under EnGenDER

⁶⁰ UNDP, Budgeting for Climate Change: A Guidance Note for Governments to Integrate Climate Change into Budgeting with a focus on medium-term budgets, October 18, 2021, and Climate Change, Knowing What You Spend: A guidance note for Governments to track climate finance in their budgets, 2019

⁶¹ Inter-American Development Bank, Status of incorporation of disaster risk management and climate change adaptation in National Public Investment Systems, March 2016. Also part of the UK Government DRM program.

⁶² UK Government, Annual Review Template – Sept. 2020, Strengthening Disaster Recovery and Resilience in the Caribbean, March 2021

⁶³ UK Government, Annual Review Template – Sept. 2020, Strengthening Disaster Recovery and Resilience in the Caribbean, March 2021 (emphasis added)

may have limited sustainability simply because of the lack of capacity in SIDS. It is common in SIDS for capacities built in a project decline when the project funding ends.

- External factors noted in the interviews and survey responses highlighted the main factors assisting achievements, which relate to the strength of the partnerships that were formed to implement the activities and the platform that was provided by existing government initiatives, the use of highly qualified consultants, the collaboration mechanisms with different ministries and the regular scheduled progress meetings, and support for resources mobilization. In some countries (Belize), the project has been able to integrate its interventions into national work programmes, where project activities are reflective of national priorities. Covid has heightened the awareness of the importance of social protection measures. Aspects that need strengthening include ensuring gender bureaus have the time and resources (either in human capacity or budget allocation) to participate actively and support the process, and better coordination of or developing a more structured resource mobilization plan which would streamline efforts and improve efficiency (see Annex 5).

5.2.3 Beneficiaries reach

The project document describes the primary beneficiaries as women, girls and marginalized populations. **Table 1** provides further description by listing the groups that have been directly involved in project activities. This is a long list including technical persons in various government departments (Gender Affairs, Climate Change or Environment, Ministry of Finance or Planning, Agriculture, Health, Energy, Transportation, Social Welfare), National Disaster Management Organisations (DMOs), and women's groups and vulnerable individuals such as the elderly. Women make up at least 75% of the direct beneficiaries.

The target progress data reflect the broad dimensions and reach of the project as shown in **Table 2**. For example under the COVID response activities, awareness raising activities have reached over 130,000 individuals, enhanced access to goods and services for vulnerable populations (11,558 reached), direct income support beneficiaries of over 2,500 persons, and training and other capacity development for at least 5,000 participants, along with 100,000 engaged in the gender equality analysis, as reported in the latest PMU indicator progress data.

It appears that the project is reaching the targeted beneficiaries. However, the appearance and persistence of the global health pandemic is creating more vulnerable individuals and groups due to income loss (particularly from tourism), disruptions in the health care system, access to vaccines, food security, interruptions in global supply chains, and many other aspects of the "temporary" nature of the social safety nets that were meant to mitigate the negative effects of periodic hazard events resulting from hurricanes, heat waves, drought, floods and volcanic eruptions. In this respect, the project might

have to expand its data collection to include the effects of a “multiple hazard event” such as the global pandemic to document the changing characteristics of the expanding list of people being impacted, including gender-disaggregated results and intersectional disaggregated results where available.

Even at the project management, implementation and coordination levels, the gender breakdown of individuals involved favours women at a ratio of more than 2 to 1 (68.9%). According to the IGS, these ratios are not surprising because in the Caribbean women tend to be employed in technical roles at a higher ratio, and women complete secondary and tertiary school at higher rates, which enables them to take on professional roles at high rates.

Table 4: Gender Breakdown of Individuals involved in Project Implementation and Management

Implementing Partner	No. of persons	Men	Women (%)
UNDP (PMU)	6	1	5 (83%)
UNW	2		2 (100%)
WFP	2		2 (100%)
CDEMA	1		1 (100%)
Country Level Coordination and Decision Making			
UNDP Focal Points	7	3	4 (57%)
Project Board	27	10	17 (63%)
Total	45	14	31 (68.9%)

5.2.4 Partnership quality

The wide range of implementing partners and contractors reflect the broad scope of the project. Allocation of funds to separate and distinct sets of outputs are delivered by at least 13 main delivery agents: UNDP, UNW, CDEMA, WFP and nine countries. The partnerships between the main implementing partners, the national counterparts and external stakeholders are diverse, complex and somewhat ad hoc for each activity component. The interactions are often between an implementing partner and their subcontractors who are key stakeholders; for example UN Women and the University of West Indies. In addition, there are key collaboration meetings with the PMU on these areas and also collaboration meetings with the consultants for the Gender-Based Resilience Analysis and Gender Inequality studies.

Cross-cutting partnership linkages between these main delivery agents occur in some aspects of project implementation but they were not readily apparent or prominent during the MTE. Although communications and sharing of consolidated progress reporting is good and recognized as important (see Lessons Learned), the broad multi-faceted design and delivery structure through the four main implementing partners presents some limitations for joint activity programming linkages across the activity components and implementing partners.

The quality of partnerships has been affected by delays related to Covid and internal capacity issues, which have affected activities and outputs that require collaboration from a number of Implementing Partners. For example, WFP's social protection activities and CDEMA's disaster management processes were intended to be implemented in conjunction with each other, but this did not happen largely because of internal issues within CDEMA. In the meantime, WFP has almost completely finished its activities, while CDEMA has barely started. The PMU will have to examine this issue to determine if remedial measures will be needed to meet the stated objectives, for example through a no-cost extension (see Recommendation 1).

The interviews and surveys indicate that the working relationships between the UNDP PMU and the three Implementing Partners (UN Women, CDEMA and WFP) appear to be following their own well trodden paths. Each Implementing Partner is following different threads in the implementation of their activities: UN Women is working with focal points in the gender bureaus, WFP contracted focal points in the social protection ministries, CDEMA is working with NDOs, and UNDP has contracted focal points in most countries. However, rather than using "UNDP's" focal points, the implementing partners prefer to utilize their own contacts and focal points.

The project started out holding separate Implementing Partner meetings, but stopped because the meetings were not deemed very useful. Because each IP is following a separate thread of activities at the country and regional levels, and they do not always know what activities the other IPs are engaged in, the Implementing Partners might benefit from a revival of the group meetings.

This coordination issue at the country level is not necessarily detracting the project from achieving its outputs because Implementing Partners noted that coordination occurs in many ways – for example WFP has a very close relationship with CDEMA on supply chain which is outside of EnGenDER, and UN Women, WFP and UNDP WFP coordinate in an SDG Fund Joint Programme on social protection.

Nevertheless, it does mean that much of the coordination at the country level is being left to the government stakeholders. The survey revealed an appreciation for collaboration among different ministries through the establishment of national planning committees, NMDM or Technical Working Group (TWG), which was responsible for execution of a range of project activities, which "greatly alleviated many challenges that could have hindered this execution of the activity within the tight timeline" (survey respondent). And in Belize for example, the project has been able to integrate its interventions into national work programmes, where project activities are reflective of national priorities.

With each Implementing Partner following separate threads of *activities* and *outputs*, there is a need for higher level coordination to focus on achievement of *outcomes*. The task of coordinating all the inputs from different regional agencies/organizations at the national level falls to the governments. The task of coordinating the achievement of outcomes falls to UNDP.

5.2.5 Impact contribution

The project's Ultimate Outcome, *improved climate resilience for women and girls and key vulnerable populations and future generations in the Caribbean*, provides the main reference for considering project impact.⁶⁴ Impact is not normally known for several years after the completion of the project, but achievement of the expected end-results in terms of increased Ultimate Outcome resilience indicators in targeted beneficiaries arising from intermediate and immediate outcome achievements is the essential focus for measuring final results.

The achievements summarized in Section 5.2.1 indicate significant progress in establishing the key elements of the foundation for the Ultimate Outcome of EnGenDER. 'Gender Related Impacts in Programmatic Implementation' were listed as:

- Output 1111.3: Prioritize the implementation of adaptation measures which enhances the climate resilience of those most vulnerable including persons living with disabilities.
- Output 1112.2: Enable the leveraging of climate financing to support adaptation and mitigation actions, which enhances the lives and livelihoods of the vulnerable communities like fisherfolk communities.
- Output 1122.1: Integrate inclusive approaches within disaster recovery frameworks to address specific gender vulnerabilities within disaster recovery efforts.
- Output 1125: Support to Covid 19 response: Provide critical income support, PPE supplies and GBV support services to key vulnerable groups namely women, as well as persons who lost their jobs and the elderly.⁶⁵

Further delineation of these expected end-results for targeted beneficiaries and the pathways to their achievement will be needed in order to determine aspects of project impact (See section 6.1 Conclusions). The bigger reality also needs to be considered in assessing impact and sustainability, as noted in a recent World Bank report on Caribbean climate impacts: *"Looking ahead, countries are not prepared for the new challenges posed by climate change, compounded by uncertainty on future tourism markets. At the same*

⁶⁴ "Impact addresses the ultimate significance and potentially transformative effects of the intervention. It seeks to identify social, environmental and economic effects of the intervention that are longer term or broader in scope than those already captured under the effectiveness criterion. Beyond the immediate results, this criterion seeks to capture the indirect, secondary and potential consequences of the intervention. It does so by examining the holistic and enduring changes in systems or norms, and potential effects on people's well-being, human rights, gender equality, and the environment." *Source: OECD DAC Network on Development Evaluation*

⁶⁵ Project Board meeting presentation, December 13, 2021.

time, the lack of fiscal space in some countries reduces future coping capacity.... the impact of past shocks (including the COVID-19 pandemic) on public debt have deteriorated the capacity and available buffers of many governments to adapt to these changes and respond to future shocks.”⁶⁶

The pandemic heightened the need and effectiveness of working in this area, where there was a realization that women are disproportionately affected by the pandemic and hence there was an immediate need to focus on solutions (the outcomes). In this respect, the project’s analysis and reporting should shift from activities and outputs to the outcome and impact level. This will involve focusing, to the extent possible within the remaining years, on the bigger picture related to specific risks, the impact on livelihoods and other response options, and actual resilience capacities in the Caribbean. Will these be increased or reduced because of this project? However, it should be recognized that it will be difficult for the project to report on impact, in terms of resilience livelihoods, etc., until there are actual interventions in place that can be measured to determine the effects.

Some members of the Project Board are concerned that the project needs to start focusing on achievement of higher level outcomes. Similarly, some key stakeholders are concerned that the current results framework, and project reporting, is too focused on activities and outputs, which may not be determining whether the project is leading to the achievement of expected development outcomes and impacts. The sequence of activities in the first half of the project involved developing tools, updating policies, and training people to do things differently. The intention is that these policies, tools and training will be applied in the second half of the project. However, there are concerns with the current project implementation framework, which involves the four Implementing Partners following separate threads with little else to guide them than periodic reporting on outputs. Even though each IP implements and reports using the same results and reporting framework, it is difficult to determine how the individual work plans will eventually consolidate to achieve the outcome level objectives, which is a resilient Caribbean with respect to disasters to ensure that vulnerable persons are better equipped to respond to and recover from disasters.

Part of the concern is that the project is at the halfway point, and the Implementing Partners have spent the last two years on the preparatory work, designing systems, training people, etc. However, the project also needs time to make course corrections, and make changes to the activities. The project’s 2020 Annual Report indicates that some of these activities are planned for 2022, for example, the data collection plan for verification will undertaken mid-2022. But it is critical that these activities should also focus on the state of assessments; have the results been compared to the baselines for the Knowledge, Attitude and Practices (KAP studies)? did the virtual delivery methods work? has the training worked? are systems

⁶⁶ EU/GFDRR/The World Bank, 360° Resilience: A Guide to Prepare the Caribbean for a New Generation of Shocks, 2021, p.9

being strengthened? do countries have strengthened national delivery systems, including shock-responsive systems and systems for disaster preparedness, response and recovery? and will these activities move beneficiaries to where they want to go? etc. These steps, analysis and comparisons are needed to determine if the project is going in the right direction for the second half of implementation.

The mid point is a convenient time for the project team to undertake a series of assessments to investigate whether the activities are enough to lead to the anticipated outcomes, and refine the project strategy. Because it is well known that training and retraining may not be sufficient for capacity development, and the development of policies may not lead to sustainability. Once the project strategy has been updated, the team can then decide on the course of action before moving ahead with the final stages of implementation (see Recommendation 1).

5.3 Efficiency

5.3.1 Management systems

The key evaluation questions for the Efficiency criterion focus on “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.)” (Annex 2).

The management structure at the project level includes the Project Board, and the Project Management Unit (project management and M&E). There have been 7 Project Board meetings which have acted to review of progress of the project’s activities and outputs. At the technical level, the Technical Advisory Group (TAG) attempts to solicit input on specific activities and studies, however without the benefit of having structured meetings, feedback is ad hoc and inconsistent. The project document suggested an oversight role for the TAG: “The role of the Technical Advisory Group (TAG) will be to facilitate cross-sectoral dialogue and guidance to the Project Management Unit (PMU) at the technical level on EnGenDER interventions throughout the course of the project. This dialogue will strengthen not only limited institutional coordination, but also coordination between the activities held in different locations across the nine beneficiary countries.” Such a highly qualified group of experts needs to be better utilized in a complex project such as this. The TAG could provide the strategic oversight that the project is currently lacking. See suggestion in the suggestion in the Conclusions and Recommendations sections.

At the country level, there is a separate coordinating mechanism, the National Mechanism for Decision Making (NMDM) or Technical Working Group (TWG) in Jamaica. This mechanism, which exists in all

countries except Grenada, is responsible for coordination of project inputs involving a number of government agencies (national planning unit, climate change, gender, disaster management, environment, and outreach to women’s groups (although the NDOs rarely attend meetings).

In addition, implementation by five different UNDP country offices is sometimes dependant on the operating arrangement between the national governments and UNDP, particularly where two country offices follow National Implementation Modality (NIM): Belize and Guyana. This arrangement means that the project team has to await government approval before moving forward with implementation of activities. Although NIM has been working very well in Belize, activities in some countries have been delayed due to a range of reasons: elections (Belize, Guyana, St Vincent), changes in government (Guyana, Belize), government uncertainty about the project (Jamaica), and a volcanic eruption (St Vincent).

Table 5: Breakdown of UNDP offices by Project Implementation Modality

UNDP Country Office	EnGenDER Countries Covered	Implementation Modality
Barbados	Antigua, Dominica, St Lucia, St Vincent & the Grenadines	UNDP implementation
Belize	Belize	NIM
Guyana	Guyana	NIM
Jamaica	Jamaica	UNDP implementation
Suriname	Suriname	UNDP implementation

This complex project structure has made coordination difficult, and Covid presented even more challenges because coordination had to be shifted online, which was made more complicated because all of the Implementing Partners were using different coordination and communication tools.

The surveys, noted other operational issues including timing and budget constraints along with the need for longer-term engagement and processes, overstretched PMU capacity, procurement delays slowed down due to lack of procurement officers and the pace at which the policy work could be implemented. Covid restrictions affected the recruitment of international consultants and there was limited availability of qualified national consultants and RFP responses, and there were delays in financial expenditures and reporting. Also, the need for the PMU to provide greater technical guidance on outcomes rather than depending on UNDP’s country-level focal points.

While regular bimonthly coordination meetings among IPs were held during 2020, they were paused during 2021 for a number of reasons (meeting fatigue, online fatigue). And while ad hoc coordination meetings are being organized occasionally (for example, between UNW, UNDP and CDEMA for the training on gender and recovery), coordination among IPs would be improved if the regular IP meetings were

reinstated, because each IP appears to be following their own separate thread of activities at the country level through different focal points. IPs often find out about particular activities of the other IPs at Project Board meetings.

One example of the need for greater coordination is the potential overlapping responsibilities between the various DRR and resilience facilities throughout the Caribbean. UNDP has DRR initiatives at the country level in Dominica and Guyana, focused on strengthening national early warning systems and the resilience of women in agriculture. CDEMA has launched a new Caribbean Resilient Recovery Facility (CRRF) and Canada has funded a new Caribbean-Caribbean Resilience Facility (CRF) executed by the World Bank. Some programme synergies have occurred, as noted in the UK annual review report: *“participation from complementary programmes (such as the Canadian-financed Caribbean Resilience Facility (CRF), executed by the World Bank), resulting in synergies in work planning and leveraging additional funding from a variety of sources. Products such as the CRF’s work to mainstream climate resilience and gender into PFM, were better coordinated, leading to improved value for money”*.⁶⁷ But there is a need to ensure a continuous harmonious working relationship between the World Bank, UNDP and CDEMA while these facilities are being developed, because these entities are essential for sustainability of EnGenDER’s DRR results. This is why it is critical for Engender to define its niche in the wider DRR landscape.

Project M&E activities involve regular monitoring of results and indicators, primarily at the output level at quarterly, semi-annually and annual intervals in accordance with the monitoring plan. While the early focus of reporting was on activities and outputs, the PMU recently asked each country to present the project impact at the country level. Based on this presentation, for the December 2021 meeting, the donors asked for more detail on the type of impact at the country level. This is a good start for the Project Board meetings to focus more on impact. But the measurement of impact needs to be clarified in an updated project strategy (see Recommendation 1).

Costs and functions relating to project management, and in some cases knowledge management will be jointly procured and/or shared between the 5 UNDP offices (e.g. audit, country exchanges).

5.3.2 Implementation efficiency and delivery timeliness

Although the project started in April 2019, things got off to a slow start. First, there was an 8 month delay in putting the PMU in place, which wasn’t started until January 2020, beginning with the project manager and two officers from the JCCCP project, the M&E officer and Climate Change specialists. The remaining members came on stream in March (Finance), July (Gender), and October (DRR). Then in March/April the

⁶⁷ UK Government, Annual Review Template – Sept. 2020, Strengthening Disaster Recovery and Resilience in the Caribbean, March 2021.

Covid pandemic caused further delays because countries and governments throughout the region were shutting down to focus on combatting the pandemic. During this period, the project team was able to liaise with donors and beneficiary countries, and activities were reprogrammed for the first year, including activities that were related to the gender-responsive component of the project by targeting vulnerable groups related to Covid.

Between April/May 2020 until the end of the year, the project team delivered a number of results related to the Covid response in all 9 project countries, with a focus on income support, vulnerable groups, psycho-social training, and gender-based violence. While these areas were not part of the original project design, the pandemic provided an opportunity to showcase a number of elements that can be considered positive attributes of project management:

- 1) it demonstrated different aspects of flexibility both within UNDP and the funding agencies (Canada, UK and UNW), and UNDP was agile in switching to emergency mode, and the project team was able to reprogram project activities very quickly,
- 2) it helped the beneficiary countries to identify and focus on the most vulnerable groups, with some countries being able to respond to natural disasters (global pandemic, hurricane and a volcanic eruption) quite quickly,
- 3) it shone a spotlight on some gender-related issues that were not identified in the original project, that are not tied to climate change recovery efforts, such as an increase in GBV, and the impact on livelihoods and care givers,

These new elements converged around the timeliness of the EnGenDER project, and provided an instant lesson for the beneficiary countries on the importance of being prepared for unexpected hazard events and natural disasters, along with the pathways to identify and support vulnerable segments of the population, and to undertake rapid analysis of vulnerable groups. Plus, many of these elements were immediately integrated into EnGenDER's implementation framework, through the provision of psycho-social support, referral pathway project initiatives, which have become key outputs that are addressing some of the GBV concerns and climate change aspects. With respect to disaster recovery efforts, the project team was also able to ensure that gender was more appropriately incorporated throughout those areas that are covered with the provision of DRR CARE packages, and support services to agencies like CDEMA who have to help countries disaster recovery efforts.

So, while Covid might have created a delay to the project timelines and significant disruption to the investigation work the project team had done in the area of climate change, it served to shine a spotlight on the inequalities that were already existing, and that were highlighted in the baseline. It also demonstrated that UNDP was agile enough to be able to create a portfolio to support a range of priority

activities within the scope of the project, such as additional poverty multipliers, which added to the delivery as an unforeseen secondary achievement, and an additional output (1125).

It has taken some time for the team to catch up on the original project timelines. But the results will perhaps be improved because Covid provided an opportunity for the team to identify and provide more targeted support to the vulnerable groups that they had originally intended to help in the first place (women, elderly, etc.). In terms of disaster management, some countries like Dominica, St Lucia and SVG were immediately able to recognize the lessons that could be learned from the project, perhaps because of the lessons learned on their recent experiences with their own recent natural disasters (hurricanes, volcanic eruptions).

The interviews and online surveys provided several comments about project efficiency:

- Procurement delays have occurred in some countries due to changes in UNDP staff and difficulties finding qualified contractors;
- The (UNDP) national coordinators (Focal Points) generally focus on the activities being delivered by UNDP and are not always familiar with activities under other components of the project (for example those being implemented by other Implementing Partners (CDEMA, WFP, UNW);
- There is a need for the PMU to provide greater technical guidance on outcomes rather than depending on country UNDP focal points, because project outcomes may be more efficiently delivered if planned at a central level;
- The Covid pandemic has affected the timetable and modes of project delivery which has generally made progress more difficult (through lack of face-to-face training, travel restrictions, difficulties in engaging suitable consultants, etc.);
- Staff in government agencies have many other demands for their time. It takes a lot of patience and time to get them engaged in the project work;

Table 6 presents budget and expenditure data for the PMU and country offices for the 2019-2021 period. It also shows the budget-expenditure differential (percentage of expenditures below or above the budget estimate), and the expenditures attributed to each output.

Table 6: EnGENDER Total Budgets and Expenditures of Implementing Partners and Country Offices, 2019-2021 by Output				
Project Outputs	Budget	Expenditure	Budget- Expenditure Differ %*	% of Total Expend.
Project Management Unit - UNDP, UNW, WFP, CDEMA				
Output 1111- Climate resilience analysis and gender training	855,275.03	616,509.04	-27.90%	16.10%
Output 1112- Offer Complementary Funding - Climate finance	386,945.89	224,236.91	-42.05%	5.88
Output 1121- National recovery capacity development	512,008.86	244,762.19	-52.20%	6.42
Output 1122 - national model recovery framework	246,409.32	27,745.34	-88.74%	0.73
Output 1123 – training & systems development	1,117,012.78	583,219.28	-47.79%	15.30
Output 1124 – regional recovery facility	421,704.19	125,936.57	-70.14%	3.3
Output 1125 Covid response	808,920.00	589,942.34	-36.56%	15.48
Output 1211- Behavioural surveys	440,513.87	98,378.25	-77.68%	2.58
Output 1212 -Behavioural change strategies	126,168.32	20,850.01	-83.47%	0.55
Project Management	1,799,426.53	1,279,150.50	-27.07%	33.57
PMU Sub-total	6,714,384.79	3,810,730.43	-43.20%	100%
Country Offices - BLZ, JAM, SUR, GUY				
Output 1111 - Climate resilience analysis and gender training	326,918.76	124,836.24	-61.81%	10.40
Output 1112 Offer Complementary Funding - Climate finance	871,527.66	639,207.53	-26.60%	53.24
Output 1125 Covid response**	291,128.80	344,112.02	18.12%	28.66
Project Management	144,689.70	92,406.21	-36.13%	7.70
Country Offices Sub-total	1,634,264.92	1,200,562.00	-26.54%	
Project Total	8,348,649.71	5,011,292.43	-39.97%	100%
* Differ % = expenditure rate relative to budget				
Data source: PMU. Numbers are rounded, Country Office numbers do not include Implementing Partner activities in the countries. Three country offices spent \$1.2M, 66% of which 66% occurred in Belize.				
Notes: **Output 1125 in Belize shows 0 Budget and \$100,000 expenditure; there were no budgets or expenditures in the Guyana office during the 2019-2021 period.				
General Management Support (facilities & administration 8%) costs not included above				

During the 2019-21 period, the project spent slightly over \$5M of the \$8.35M that was budgeted. This was almost 40% under the expected disbursement. The PMU activities with the four implementing partners spent \$3.8M or three quarters of total expenditures, while UNDP's other country office activities consumed \$1.2M or one quarter of total expenditures.

Expenditures by the PMU were led by Output 1111 (Climate resilience analysis and gender training) and Output 1123 (Training & systems development) and Output 1125 (Covid Response) each at 15-16% of total expenditures. Output 1112 (Climate related local projects) dominated the expenditures by the three country offices in Belize, Jamaica and Suriname.

Project management costs made up over 33% of PMU-administered expenditures and less than 8% of country office expenditures. The project management budget was underspent by 27% while overall budgets were underspent by 43%. PMU costs may be relatively high due to the many implementing partners and sub-contractors requiring management support, the geographic spread of the project, and the low rate of output expenditure which led to a higher proportion of the total costs attributed to project management.

Output 1123 (Training & systems development) had a budget of almost \$1.2 M and only 52% was spent, and a similar budget for Output 1124 (regional recovery facility) utilized only 30% of its budget. All of the output budget lines were significantly underspent except for Output 1125 in Belize which did not have a budget but had a \$100,000 expenditure.

Covid disruptions, the inability to use travel budgets and the complications of mobilizing government and civil society during the period led to significant under-spending. Some activities also have more complex planning and budgeting processes than others particularly if there are uncertainties about beneficiary participation interest and commitments.

Table 7 presents the budget and expenditure figures for the implementing partners. WFP had the highest completion rate at 98% while CDEMA had the lowest at 25%.

Table 7: EnGenDER Implementing Partner Budgets and Expenditures, 2019-2021

	UNDP	UNW	WFP	CDEMA	Totals
Budgets	4,162,196.05	1,367,655.87	452,417.93	732,114.94	6,714,384.79
Expenditures	2,647,059.27	535,680.98	444,012.55	183,977.63	3,810,730.43
% Expended	63.5%	39.2%	98.1%	25.1%	56.8%

The expenditures reflect a significant amount of savings that resulted from resources that had been planned for in-person workshops, conferences, meetings, travel, accommodation, etc., -- resources that were not spent because of Covid-related restrictions on travel and in-person meetings. Although most Implementing Partners have been able to respond to the global pandemic, there are some substantive delays related to CDEMA outputs that need to be addressed. (See Annex 7 for a more detailed breakdown of budgets and expenditures).

5.3.3 Monitoring and adaptive management

The PMU has monitored progress by compiling regular data and issuing a series of reports:

- Monthly progress reports (9)
- Quarterly progress reports (4)
- Bi-annual reports (for the country offices)
- Annual reports (2)
- Newsletters
- Financial reports
- Minutes of Project Board meetings

The project has demonstrated a strong commitment to detailed monitoring and reporting despite the late appointment of the PMU staff in January 2020 about eight months after the project was launched (April 2019). The PMU was populated gradually with the Manager, M&E and Climate Change specialist coming on board in January 2020, Finance in March, Gender in July 2020, and DRR in October. PMU training sessions were provided⁶⁸ and subsequent efforts have been made to ensure coordinated and timely reporting among the implementing partners. Project management of such a multi-faceted, activity-driven project is a real challenge and the PMU staff have been diligent and meticulous in both the work planning and reporting especially given the changing scope and circumstances of the project.

PMU-appointed technical staff are responsible for specific project activities related to project components across the board: Climate Change, Gender, DRR, administration (finance) and M&E. All PMU staff are located at the Barbados UNDP office except the DRR technical officer who is located at the CDEMA office (Barbados). In addition, each UNDP country office has appointed staff who are responsible for the EnGenDER project activities in that country (Jamaica, Belize, Guyana and Suriname). Plus, the other implementing partners (UNW, CDEMA, WFP) have contracted or appointed separate focal points to implement their activities.

Communications are important when there are multiple implementing partners in a large regional-scale project. The project has demonstrated excellent and timely reporting in their M&E systems. The reports address activities, outputs, finances and issues and risks facing project implementation. Outcome measurement metrics pose more qualitative challenges where they have relied mostly on narrative annual reporting. Some concern has been raised at the Project Board meetings that the current results framework, and project reporting, is too focused on activities and outputs, which may not be determining whether the project is leading to the achievement of development outcomes and impacts that are expected.

⁶⁸ EnGenDER/UNDP, initial training on reporting June 2020, “Training in Reporting (showing impact)”, 22 June 2021.

Adaptive management, and agility in switching to emergency mode as a UNDP-wide strategy in March/April 2020, has been at the forefront of project implementation to date, due to the decisions to respond to the Covid emergency and to provide needed funding to assist countries in developing climate change proposals (see comments under sections 5.2.2 and 5.4.2). These were strategic decisions that reflect flexibility, quick action and identification of niches, which the project used as entry points to communities and government to show the importance of differentiated needs in the face of a crisis. Another key adaptive management action was to undertake rapid action to appoint PMU staff and to accelerate the activities, including monitoring systems, after a very slow start-up.⁶⁹

Regional projects invariably have high transaction costs due to geographic spread and the number of implementing partners and agents. Cost effectiveness is also burdened by vagueness in the expected outcomes. This project has focussed on mainstreaming and training for gender equality and inclusiveness with the expectation that this will lead to enhanced resilience for a very broad set of beneficiaries. The monitoring plan and reporting focusses on output completion. A sharper focus on specific resilience benefits for targeted vulnerable populations in high risk locations (outcomes) would improve the investment value of the project. Sustainability potential is also enhanced by directly linking interventions to known DRM/CCA priorities and participants at high risk.

5.4 Sustainability

The key evaluation questions for the Sustainability criterion focus on “the extent to which 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” (Annex 2).

5.4.1 Strategies to manage risks

The PMU staff have done a good job of reviewing and updating the project risks in their reporting. The primary risks relate to issues noted earlier in this report: the potential uptake and utilization of the project outputs by government agencies, civil society organizations and households that have benefited from incremental improvements in capacity assisted by the project, which may or may not be sustained post-project. Proposed actions to mitigate these risks are listed in the Risk Log in the project document, and, apart from monitoring the development of tools, training and capacity development activities, these include providing additional support to governments and partners where needed, making available

⁶⁹ It was noted in the management response to the internal UNDP Design & Appraisal Stage Quality Assurance Report (March 2021) that “not all baselines are populated, though some of this is due to the fact that some interventions will not be fully defined until the project is under implementation.”

technical capabilities available in the PMU, using a ToT approach, ensuring an inclusive and holistic approach, among others.

It should also be noted that, apart from the effects of the lingering health pandemic, there is a risk of an extreme weather event occurring before the end of the project that might disrupt the project (as occurred with delays in CDEMA's start-up activities due to hurricane Dorian in September 2019). This would be both an adaptive management pressure to divert resources and an opportunity to test out the DRM gender and inclusivity responsiveness improvements.

5.4.2 Indicators of sustainability

Sustainability potential can be reflected in indicators of (a) institutional and policy development, (b) behavioural change, (c) employment and livelihood opportunities that enhance resilience and (d) national budgets that prioritize gender and other social equity objectives.⁷⁰ A scan of the project activities identified the relevant sustainability features that could sustain results:

Outcome 1110: Improved national capacity for gender-responsive climate change planning and implementation among state and non-state actors in target countries;

- GRB Sectoral Adaptation Strategies & Action Plans (SASAPs) aim to change national budgeting systems (e.g., gender and climate tagging of expenditures and annual gender and climate budgets); these could become routine institutionalized processes within finance ministries (being piloted in 5 countries);⁷¹
- WFP studies and workshops on Shock & Responsive Social Protection provide a potential basis for strengthening the links between social protection systems and disaster risk management in the countries, which could lead to improved long-term structural capacity;
- Training and skills development for women (Output 1123) could facilitate post-project recruitment policies that provide equal opportunity for women and marginalized persons (although recruitment does not appear to have been directly addressed in the project to date); further evaluation of this output could contribute to sustainability;
- Project officers are aware of the need to address sustainability, and national budgeting systems require information to estimate ongoing costs related to maintaining project results especially if related to infrastructure and other investments in local projects funded by EnGenDER.

⁷⁰ Sustainability based on leveraging more donor funding is not considered within the definition of "sustainability".

⁷¹ The stakeholder interviews undertaken by the IGS indicated that more comprehensive integration of gender-responsive budgeting is ongoing and taking place in different countries, which is specifically attributable to EnGenDER. Additionally, in some countries the SASAP is treated as policy, and guides adaptation actions in particular sectors. Data on these results needs to be documented as part of a project monitoring plan.

Outcome 1120: Improved integrated recovery planning and frameworks at the national and regional levels for gender-responsive and resilient disaster recovery by key vulnerable groups;

- The updated Disaster Recovery Framework and the links to the new Caribbean Recovery Facility provide a platform for continued momentum beyond the project;
- Country Strategies for Disaster Management (Target E under the UN Sendai Framework) and audit reports prepared by CDEMA for the project could lead to more formal commitments to gender and human rights approaches;

Outcome 1210: Improved capacity for gender-responsive resilience planning and action (climate change and disaster risk) among state and non-state actors.

The UNW KAP study and GAP Analysis are facilitating National Communication Strategies and action plans, but the effective impact of these particular outputs will depend on country willingness and resources to pursue them post-project and UNDP's programming opportunities. Evaluation of behaviour change in KAP-B studies is expected to provide evidence of sustainability provided it can address methodological limitations, control for project participant self-assessment bias, and short-term responses associated with project expenditures.

- Targeting of key decision-makers is a focus of the implementation of National Communication Strategies although long term effects are dependent on the local situation;

Local projects that establish financially viable alternative livelihoods can provide ongoing adaptation and social equity benefits as a basis for financial sustainability;

Capacity to submit high quality proposals for climate financing could be developed for long term benefit if this is a clear objective within the climate financing component (but there are uncertainties about sustainability from the experience of the preceding Japan-Caribbean DRM project).⁷²

The prospects for sustainability through these key features noted above will depend on: (i) the adoption and ongoing application of project outputs and routine budgets to maintain results, (ii) the training and awareness-raising that are expected to advance the profile of DRM/CCA needs of women and vulnerable groups in the final years of the project, and (iii) the self-sustaining nature of any alternative livelihoods that have been developed (e.g, value-added agriculture). Capacity and resource constraints in the countries and communities are limiting factors for sustainability in small island states. Capacity development at the three prerequisite levels – enabling environment (including national budgets),

⁷² Although the IGS feels that the “relationships built between the CC and gender departments will continue to facilitate post-project opportunities for enhanced gender integration in cc projects and funding proposals”, no such evidence was apparent during the evaluation; and it is perhaps too early in project implementation to substantiate this claim since full capacity development assessments are not yet available.

institutional capacity, and human resources (within organizations, communities and households) is central to sustainability of the project results.

Alternative livelihoods, income diversification, small scale microfinance, value-added agriculture, water supply and related measures that enhance household income and food security are primary enablers of resilience with potentially strong financial sustainability drivers. The local EnGenDER sub-projects may contain some of these attributes for financial sustainability.

The diversity of interventions and delivery agents and the emphasis on externally generated studies and external technical assistance aimed at country policies and institutions may make sustainability a particular challenge. It is therefore too early to be certain about sustainability, especially where capacity development necessary to sustain results is a long-term process in the Caribbean. (Sustainability evidence from the Japan-Caribbean project might provide helpful insight). However, the institutional change drivers noted above may provide the best opportunities for sustainability if they can be fully owned and implemented by the regional and national authorities. At the local and household level, demonstrations of financial viability in alternative livelihoods may offer scaling-up potential. Many questions remain about realistic sustainability but the general trends showing incremental change in DRM practices and attitudes toward gender and vulnerable populations responsiveness and inclusiveness are promising. An exit strategy during the final year of the project would facilitate the arrangements for sustaining key results (see Recommendation 5).

The interviews revealed evidence indicating that the countries that are more prone to hazard events or have recently experienced one (SVG, Dominica, St Lucia) are taking a more urgent approach to the project outcomes.

Suggestions for project strategy adjustments from the MTE survey included the following:

- Better knowledge repository and management to share similar information from one project and consultant to the next in order to reduce stakeholder fatigue
- Open dialogue with government counterparts to agree on a time and pace for the review of documents
- Increased frequency of virtual meetings needed to counteract the reduced face-to-face interactions
- More direct face-to-face implementation for certain activities where required such as the capacity audits
- Revisions to project timelines given the impact of Covid

- A more proactive implementation strategy with high level coordination focussing on creating change and delivering on outcomes and impacts, separate and apart from the project management functions.
- This may entail shifting the traditional project governance structure into a system of portfolio management which is better integrated into national work programmes and priorities in such a way that the project is managed alongside other similar projects, thus creating opportunities for synergies and execution utilizing joint workplans withing national priorities.
- This also includes consideration of the capacity constraints in key government ministries, particularly Gender Affairs.

In order to promote sustainability of project results on improved capacity of the 'gender machineries', a comprehensive capacity assessment of these machineries needs to be undertaken as part of the project monitoring and knowledge management processes.

5.4.3 Knowledge management

The project team is documenting lessons learned on a continual basis and sharing these with governments, implementing partners and others who can learn from the project. This is evident from the communications and reports being generated by the PMU on an ongoing basis. To a large extent, the knowledge being produced by the project is expected to be utilized to implement evidence-based and policy-driven programming. However, many of the documented lessons learned relate to immediate project implementation issues, rather than constraints to and opportunities for drawing out the big lessons advancing the gender responsive and inclusive approach to CCA and DRM.

Tools and training are being directed towards the policy environment, and to this extent knowledge embedded in them is being transferred. However, in general, training and technical assistance are not sufficient for capacity development which requires a more comprehensive and long term approach. The draft paper on *Gender Responsive Climate Actions in SIDS* is on the right track by outlining three enabling actions: governance reform, integrated policy and inclusive planning processes. This paper provides a broader view beyond awareness raising, training and distributing technical toolkits as a basis for desired capacity changes.⁷³ The knowledge management process should be contributing in a more targeted manner that advances an understanding of these broader constraints to the project's objectives.

There is a lot of information being produced by the project's Implementing Partners that can be drawn on to advance the strategic objectives of EnGenDER. For example, WFP's *Synthesis Report on Shock-*

⁷³ Draft- Technical Paper on Gender Responsive Climate Actions in Small Island Developing States, October, 2021

Responsive Social Protection in the Caribbean refers to various “institutional measures” that can enhance “shock preparedness” (see Key Messages points 7 and 9)⁷⁴. These measures seem to fit with the UNDP/AOSI Draft Technical Paper on Gender Responsive Climate Actions in Small Island Developing States (SIDS), which suggests a framework for DRM: “A sound and coherent gender and climate change policy framework will serve as grounds for the gender responsive implementation of climate actions. For gender responsive climate action to be sustainable, climate policies and sectoral strategies need to be harmonized with the national gender equality policies, integrate a clear linkage between gender and climate change and include specific gender mandates to guide adaptation and mitigation efforts. Effective climate governance structures require clear institutional arrangements, strengthened coordination mechanisms, and increased institutional capacities to address gender equality. Countries should consider the strengthening of coordination mechanisms between gender and climate governmental and non-governmental actors and developing institutional capacities at the horizontal and vertical levels on climate change and gender. Inclusive planning requires consultation and participation of key actors that have not always been included in climate change processes. Inclusive and evidence-based planning process should recognize the gender-differentiated impacts of climate change and the contributions, unique experiences, perspectives and capabilities of women and girls to climate solutions. Moreover, financial resources for gender mainstreaming need to be allocated at the planning stage.”⁷⁵

5.5 Human Rights⁷⁶

The key evaluation questions for the Human Rights criterion focus on “the extent to which human rights and the needs of disadvantaged groups have been integrated into the project” (Annex 2). Some of the evaluation questions duplicate aspects that were addressed earlier but the following section provides a more detailed assessment on human rights and gender equality utilizing a comprehensive lens of gender mainstreaming and human rights-based approaches with the understanding that HR and GE are end goals in broader processes that require foundational (enabling) condition to ensure achievement.

5.5.1 Human rights/gender equality data

⁷⁴ WFP Synthesis Report on Shock-Responsive Social Protection in the Caribbean, Rodolfo Beazley, Francesca Ciardi and Sarah Bailey, Oxford Policy Management, December 2020: “7. There is a major opportunity for preparedness to be a facilitating factor, by putting in place measures in advance of shocks to enable timely responses through social protection, rather than developing these after the fact. ... Generally strengthening social protection systems is critical for the delivery of core functions, and these investments can be done in a way that are risk-informed to better prepare for using social protection to respond to shocks; 9. Shock-responsive social protection is at a crossroads in the Caribbean. Experiences in the region have grown rapidly, with governments and development partners increasingly seeking to strengthen and expand social protection in ways that incorporate risk, resilience and the ability to respond. These efforts can be accelerated by prioritising preparedness measures, developing predictable financing instruments and deepening linkages with disaster risk management to fully capitalise on the role of social protection as a *modus operandi* for responding to shocks in the region.”

⁷⁵ Draft- Technical Paper on Gender Responsive Climate Actions in Small Island Developing States (SIDS), AOSI and UNDP October, 2021

⁷⁶ This section was prepared by Margaux Granat, consultant with EnGen Collaborative, Washington, DC

The EnGenDER project document identified a risk to project implementation due to the significant gaps in key data available, and thus the project has in its first phase of implementation conducted multiple activities (baseline survey, Gender and Climate Resilience (GCR) Baseline Analyses, Gender and Age Inequality(ies) of Disaster and Climate Risk and Cost of Inaction Studies, capacity assessments) to collect and provide data and information. The project has data from the baseline survey conducted by UN Women that assessed baseline inequalities in each of the countries, particularly focused on women. The baseline studies identified and collected disaggregated data and information of different groups in countries to be available at the beginning of the intervention (but consequences of Covid affected timing as noted in previous sections).

Due to Covid, many of the studies have been conducted remotely, or with limited on-the ground data collection. This has relegated methodologies to desk reviews of existing and accessible online/documented data, which has been determined in the outputs by their authors to be limited. This limits the analysis and identification of the situational baseline. Nevertheless, within the reported outputs the project has collated a significant amount of information and data on gender across the priority sectors in social, economic, cultural and environmental issues and inequalities that women and marginalized groups encounter, or are at risk for. This is particularly provided in the baseline GCR analysis and inequality studies. These analyses include contextual data and insight on the rights, responsibilities, roles, and social dynamics in the countries at various levels—whereby national statistical data is utilized, as well as local community studies. Differentiated data focuses on gender and women’s particular experiences in these studies and analyses but does also provide data and information on contextual issues of intersectional human rights across age groups (e.g., children girls boys, youth, elderly, child-bearing age, etc.), wealth, sexual orientation, health, and with recognizable effort to include differently-abled perspectives and data points.

From interviews with stakeholders, it was noted that due to all the project studies and efforts to collect, or rather collate data, the resultant outputs point to sources of data, or have become in their own right a source of data. This was remarked upon by stakeholders to be the case due to more extensive analysis of existing data which has provided more indicative reasoning of the usefulness of the data. Whereas before the project’s activities, the data had not been analysed so it had not been understood (well), and therefore couldn’t be applied or leveraged as evidence to guide national (or regional) implementation of initiatives. EnGenDER is making this data more available, accessible, and applicable through the collection/collation and analysis of data.

While these studies and reports provide the project with adequate data and information necessary to evaluate responsiveness of interventions—and since the studies have presumably been available to

subsequent project activities since conducted in initial work—it is not entirely clear if the application of data and findings have been passed from one activity to the next. It is also not clear if/how the studies and data have been translated to interventions in the project to build beyond the baseline situation. Unfortunately, as well, cursory review of the output documents indicates there may be duplication of effort in gathering information from the baseline and cost of inaction studies. This is noted above recognizing the multiple IPs coordinating different activities (and potentially limited communication among the IPs) which lends to inefficient processes. In this case of providing data and information as a baseline, more divergent scopes of work for partners could have provided work planning or ToRs for sub-project activities to delve deeper into specific issues for analysis and further. For example, differentiated scopes of work in countries could have been scaffolded, with data and learning shared more seamlessly, followed by more robust data collection and analysis; or scopes of work could have been merged in overlapping/ similar studies of the project to more efficiently and effectively reach outcomes.

And still, while the data collection and analysis conducted by the EnGenDER project is substantially elevated in comparison with non-gender and -human rights focused projects, it is evidently disrupted by the lack of systematic gender-disaggregated and other-disaggregated data (such as by age, ethnicity, indigeneity) available across the countries. Stakeholder interviews reiterated these challenges with data collection and systems of analysis and sharing of information and findings. This demonstrates a continued limited institutional culture that doesn't perpetually support collection of this data, or sharing of this data to pertinent parties, to ensure it can be applied. Linked with this, however, stakeholder interviews reported that EnGenDER workshops which reiterated the importance of disaggregated data across all national policy and programming efforts were effective in raising awareness of and on the need for and use of disaggregated data. This was stated by stakeholders to have potential to influence subsequent project activities (in the next phase) and national/regional processes more broadly for more robust collection and application of pertinent disaggregated data and information.

This lack of data disaggregation is further reflected at the operation level of the project. There is little disaggregated data being collected, which might include for example space to record and track in the monitoring tools and reporting templates the collection and analysis of disaggregated data. This could include tracking stakeholders engaged, beneficiaries, and also for the decision-making body representatives, which would allow for better monitoring toward the project outputs and outcomes. Increasing data collection on operations could be more systematic, and inquire on (not assume) gender identity of participants, and also their ages, and titles/role (e.g., technical or seniority level). Project monitoring should record the total number of people, with numbers and percentages of women and men.⁷⁷

⁷⁷ And "other" if offering any additional gender identity options beyond the binary

5.5.2 Targeting of beneficiaries

As noted in preceding sections, the specific beneficiaries are not yet well tabulated but a review of activity participants in each project component shows that there has been considerable engagement of diverse and marginalized groups and individuals in various activities. Of particular importance has been the engagement and leadership of the gender machinery as both an actor and beneficiary (simultaneously) across the project countries. Although varied from country to country, the role of the national gender machineries in EnGenDER across different activities is substantial as evidence for empowering beneficiaries. This is due to the systematic marginalization, historically, of the gender machineries as stakeholders and beneficiaries in climate and climate-relevant sectors/processes/decision-making measures. The gender machineries have been targeted by the PMU and IPs ensuring engagement, support in capacity building, leadership and decision-making opportunities in climate planning, policy/strategy documents, and activities. A key facet of targeting the engagement of gender machineries is through the NMDM as a central, and in most cases, leading project stakeholder. In some countries, the NMDM has also sought diverse engagement to include representation of women's groups, persons with disabilities, and national youth councils as noted in the stakeholders of the NMDM and evidence from interviews. The engagement of the gender machinery and also the national civil society organizations representing minorities and marginalized groups in country function as a benefit to the groups being represented, and thus the NMDM can be seen as a mechanism which benefits the targeted vulnerable communities for the project.

National stakeholder interviews indicated that the engagement of the gender machinery in each country at institutional levels has led to more identification and targeting of diverse beneficiaries particularly of marginalized groups—a cascade effect. Reviews of project outputs in conjunction with stakeholder interviews demonstrated that national activities are identifying vulnerable groups and meeting the identified needs of these groups to ensure they are benefiting, however, albeit in limited scale. This is evident from the Covid response mechanism that worked with the gender machinery to identify and support allocation of resources to particularly vulnerable groups during the early onset of the pandemic. The gender machinery also reportedly was integral to identifying beneficiaries/groups to target in interventions of EnGenDER activities, including: women-led enterprises in tourism and hospitality sectors, e.g., craft vendors and sex workers, small agro-processors, women farmers, victims of GBV and intimate partner violence, single-parent and women-headed households, and teenage mothers. Review across project documents indicates that informal labourers and care economy has been a rising topic of concern and for addressing in the project activities. Documents recognize women, including those unemployed, specifically represented as beneficiaries of the project (as noted in Output 1125 national financial results summaries).

In specific project outputs, interviewees shared also that where the gender bureaus (as the national gender machinery) have been represented in EnGenDER, and now in other climate projects being implemented, are now identifying and selecting disadvantaged groups as project beneficiaries including farmers and fishers with disabilities, women fisherfolk, women farmers, and others, largely because of the work that has been undertaken and relationships facilitated with marginalized groups as beneficiaries as part of EnGenDER. Outputs also noted engaging gender and sexual minorities and HIV-positive communities to identify needs, and for ensuring representation of these groups to be targeted beneficiaries. (It should be noted that stakeholders recognize the need for more inclusion and consideration with gender and sexual minorities. Some countries are limited in their support at government level, however, due to social stigma and also legal consequences in countries of certain sexual orientations. This has made engagement more challenging in some countries, reported by stakeholders, because they recognize the risk that could be placed on individuals or community members if engaged as representing sexual and gender minorities groups in the project). The gender and age inequality studies place emphasis on different intersectional identities and age groups, particularly concerned with youth and the elderly; and where applicable indigenous peoples groups have been specifically targeted to benefit through participation in decision-making on the project (via NMDM) as well as capacity building and sub-project identification.

5.6 Gender Equality⁷⁸

The key evaluation questions for the Gender Equality criterion focus on “the extent to which gender equality and the empowerment of women have been addressed in the design, implementation and monitoring of the project.” Some of the evaluation questions duplicate aspects that were addressed earlier, but again include evaluation from a gender mainstreaming lens to enact all facets of the process of mainstreaming toward the goal of gender equality. (Annex 2)

5.6.1 Involvement of women

The EnGenDER project has placed considerable effort on involving women and women’s groups in project activities as evident from the project document, coordination mechanisms (NMDM), workshop reports, workplans, and stakeholder interviews. As noted previously, the EnGenDER project is already set outside of a “business as usual” climate/ disaster project because it has a specific emphasis and overall objective to enhance women’s empowerment and gender equality. Because of this focus, the Gender Advisor on the Evaluation Team found engagement of women and diverse representation to have been better, and more evident of consideration and engagement of these groups, relative to climate/environment projects

⁷⁸ This section was prepared by Margaux Granat, consultant with EnGen Collaborative, Washington, DC

which ignore or very minimally involve women and women's groups. This evaluation of the involvement, or engagement, of women and women's groups is evident in EnGenDER project and activity planning, decision-making, and implementation of activities (as providers of services and as beneficiaries) despite challenges presented by Covid and more reliance on virtual engagement.

As referenced in section 5.5.2 above, there has been specific engagement to identify women and women's groups to participate in project initiatives as beneficiaries, which has simultaneously involved women in sharing and learning within the project. Of specific note is the national gender machinery having a strategic leadership role in the project activities. This leadership role facilitated identifying and bringing women's organizations, such as the national women's councils or gender equality advocacy organizations/civil society groups, into EnGenDER project activities. For example, in both Dominica and St. Lucia, the NMDM has ensured seats for, and the presence of civil society women's groups for planning and decision-making. This also has greater reach for monitoring the progress of the national level project activities in its policy, planning and development of climate and disaster resilience initiatives by women and women's organizations. Evidence from the stakeholder interviews indicates that the involvement of the gender machinery and their targeted stakeholders participating in the NMDM and in the project's conducted trainings have expanded women's access to knowledge as a resource, and opportunities for financial resources as well. The trainings evidently are providing women with increased knowledge on climate change adaptation and DRM, which is attributing to the women's (and gender machineries) empowerment to participate and contribute to discussions and decisions confidently. Additionally, the increased knowledge, and sharing of findings with women's organizations (those and CSOs part of the NMDM) are building their resilience as climate and community stakeholders in their countries. This evidence is further demonstrated by the project country results summaries, training clinic reports, and Covid resource allocation results reporting which exemplify the resources and services that women are receiving and utilizing due to the EnGenDER project. Specific services provided by the project that support women's resilience, necessary for any shock or stressor—environmental, economic, social or other—is support as victims of gender-based violence (GBV), and in raising awareness of issues for risk-mitigation. The financial allocation of resources to assist in training service providers to recognize and respond to Intimate partner violence (IPV) was critical in providing support services to victims and persons who knew victims. Additionally, the project provided funding for raising public awareness through radio and TV ads and messaging. EnGenDER activities also established a hotline with a private digital cellular provider for toll-free access for victims to report and seek support.

Women farmers who had been identified as particularly vulnerable were provided with grants and technical support following the volcanic eruption on St. Vincent. The engagement of the women farmers (reportedly often ignored as famers and not included as formal labourers) were targeted by the gender machinery in collaboration with the Ministry of Agriculture. This partnership, strengthened by

collaboration in EnGenDER project activities, led to sharing information to identify remote and rural area farmers needing support, especially targeting women. This intervention following the volcanic eruption provided critical responsive resources, and in the longer term can expand women's access to resources and continued services on climate resilience, and potentially additional empowerment resources and services. Another example is the integration and consideration of gender-differentiated access and use of transportation systems in Grenada, which stakeholder interviews confirmed would be integrating gender consideration for women's access and mobility in the transportation system, enhancing their ability for resilience through increased safety, availability, routes, etc.

Evidence that EnGenDER is providing expanded access to resources and services for women for empowerment, leadership and resilience opportunities also exists for the gender machineries. Stakeholder interviews attest to the relationship building EnGenDER has facilitated for the gender machinery representatives with colleagues in other line ministries for better partnerships and collaboration. This has reportedly increased the perception of the need for gender and the contributions of gender machineries among government colleagues as they are considered and realized by colleagues as leaders in their respective fields. Enhancing the capacity of gender machineries on climate change adaptation and gender is reportedly empowering the gender machinery as an institution and the individuals representing the bureaus. The interviews cited evidence of the gender machineries, as representative focal points of EnGenDER, experiencing noticeable increased value of their perspectives, role and technical expertise. The project is providing and ensuring that gender machinery has a seat at the table for setting the climate agenda with leadership opportunities that reaffirms their role and need for their role, which is building their resilience as individual women, as institutions and inherently the marginalized women and women's organizations they are representing, engaging, and supporting through this project, and ongoing gender-responsive climate and resilience programming.⁷⁹

Disaggregated data on project implementation and monitoring show that approximately 70 percent of the staff are women, however, the roles which men occupy are more senior and leadership positions. Still, the women involved in project implementation units indicate that women have opportunities to lead, and build their own technical skills. This could lead to increased economic empowerment, all contributing to powerful systems of resilience for project staff.

⁷⁹ While the gender machineries might be enjoying a temporary "project boost" of increased appreciation and inclusion, in the view of the other evaluation consultants, there is not enough substantive evidence at this early stage in the project to indicate that permanent "institutional strengthening" has occurred. This would require evidence of increased budgets, more staff and expanded authority. In order to substantiate the state of affairs in the gender bureaus, the project team needs to undertake a comprehensive intuitional assessment of the government and civil society 'gender machineries'

5.6.2 GE results

Section 5.1 above summarizes achievements to date in completion of outputs for the EnGenDER project as a whole, including those related to gender equality, the main objective being empowerment of women and girls with gender equality results further discussed in this section. The gender marker (GEN3) given to the project, therefore, is accurate as this project goes beyond making contributions to gender equality (GEN2), because it is significantly more focused on, and providing results toward, transformative gender equality outcomes as a matter of principle. Evidence from across the project demonstrates this, but particular evidence through stakeholder interviews are invaluable as they provide first-person accounts recognizing the shifting of the needle on gender equality. This is critical because social changes take time to manifest, and can be less visible over a relatively short timeline, such as during the course of a project, through tracking and evaluating. The shift, however, is being observed by the stakeholders most capable of recognizing through their own experience this progress at the national level in countries: the ‘gender machinery’. EnGenDER’s programming is building on previous efforts from the Japan project and regional UN Women efforts among others, but is unique in the comprehensive regional effort for creating (and reportedly attempting to sustain) enabling conditions for gender equality within the climate and environment agendas nationally. Stakeholder interviews indicated EnGenDER’s integral approach of mainstreaming of gender relative to other projects and processes in the region to recognizably be attributing to shifting conditions (and supporting processes) which enable gender equality. This has been evidenced by some stakeholder respondents in the following comments from interviews:

“[EnGenDER] really jump started and put a shot in the arm for us in terms of mainstreaming gender in various sectors. I think [EnGenDER] has been single-handedly the project that has created the greatest impact of gender equality in [represented country]. Thanks to EnGenDER, people who matter in national development—from planning, finance, and line ministries...everyone—understands the significance of gender considerations. I think it has changed the way a lot of persons are beginning to view gender. It has opened their minds to what gender really is, and the negative perception of gender is slowly going away. And I think it is going away much faster.

I can recall when I just came into the space in 2018, just attending a meeting was “what is gender doing here?” And now, to [have MDAs] be seeking the inclusion of gender and getting people into it, we are talking on the same wavelength. I don’t think any other process is as responsible for mainstreaming.”

Reportedly, according to interviews, and garnered from annual and country summary results, EnGenDER has raised awareness and recognition for the need for, and “how-to” implement gender-responsive approaches through: the NMDM and the presence of gender machineries; trainings for gender machinery on climate change issues, policy and instruments; trainings and engagement for national stakeholders on gender mainstreaming in climate, as well as budgeting; promoting the participation of women, leadership

and needs of marginalized groups; technical support provided to governments and stakeholders in developing gender-responsive policy instruments; and the offer of complimentary funding support, among others. The EnGenDER activities and processes in priority sectors were indicated by stakeholder interviews to catalyze further integration with sectors and line ministries by “giving permission to other sectors to embrace gender mainstreaming. It created an appetite for gender across climate change and disasters.” Additionally evident of progress made on gender equality is the conversation and raised visibility and integration of GBV issues and social protections needed (which were compounded by the Covid pandemic) into national climate agendas. These are recorded in the implemented activities particularly through the Covid response allocation of resources.

The previously outlined activities of EnGenDER in this section all are indicative of various enabling conditions for gender equality and women’s empowerment. Country summaries and project activity updates in the results framework also indicated, along with stakeholder responses, a more cohesive approach in EnGenDER which is anchoring gender in processes and instruments for climate and resilience planning, which was remarked upon as continually centring and elevating the issue for gender mainstreaming beyond the gender machinery and gender equality advocates. Examples of the cascading effect EnGenDER has had in ushering in gender-responsive approaches was found in project activity results, summaries and stakeholder inputs. The following provides evidence of the progressive shift of changes in gender equality via institutionalization:

1. Invitations to the gender machinery to meetings on climate-relevant issues (which reportedly had not been invited /included previously);
2. Participating in reviewing of climate instruments and documents;
3. Reviewing national climate change bills;
4. Coordination of gender focal point systems nationally;
5. Having feedback from reviewing climate legislature, documents and instruments valued, responded to, and integrated into final documents (noting previously had been deflected, and not considered relevant or priority for integration);
6. Requests to the gender machinery to provide inputs on GCF readiness project proposals and other financing opportunities with funding attached for implementation; and
7. Gender-responsive budgeting considerations and expansion in national budgetary cycles.

One stakeholder assessed the progress as such:

“The recognition and valuing of [gender] now as intrinsic. There is no resistance. We have moved 10 years in like 3 years.”

Variations exist, of course, in a cross-regional project with differentiated national context and circumstances. Stakeholder interviews in countries revealed less-rapid results for the national uptake of gender across different sectors from EnGenDER processes—not “quite a seamless implementation”—but, still demonstrative of significant and recognizable progress of the gender mainstreaming efforts advancing gender equality in the systems and infrastructure at different levels in some of the countries.

Challenges are also still evident, as the project and its main actors and stakeholders face barriers for mainstreaming and integrating gender-responsive approaches in various aspects to facilitate advancing positive changes for gender equality. For example, stakeholders outlined the absence of national gender policies (or approved drafts) restricting ability to implement as much in places because a national policy provides greater validity and can prioritize gender into climate change efforts nationally. The breadth of scope the gender machinery and gender equality advocates are now asked to cover—which seems to not be fully recognized as a restrictive factor by national entities—because of limited human resource capacity (and financial resources) is cumbersome, and unfortunately as reported from stakeholders too much to adequately cover. While EnGenDER has facilitated movement for integration of gender across sectors with evidence of progress, now the gender machinery faces complications for participating and providing technical inputs and support in all the areas requested.

5.6.3 International effects

The EnGenDER project’s cross-regional collaboration has instigated and expanded not only on the approaches but results and learning from efforts to integrate and mainstream gender in climate change from national, to regional and international levels. First and foremost, the coordination, followed closely by the data collection, application and sharing of information is contributing to documenting progress in the countries and region. This learning is being coalesced and providing inputs on project activities and results (including evidence provided in 5.6.2 above) via capacity building workshops, climate and development instruments, and communication materials on international and regional gender equality commitments.

As a project focused on gender equality, the activities (and reporting on activities and outcomes) contribute toward progress to CEDAW, the SDG Global Framework, UNFCCC and Sendai Framework for DRR. EnGenDER is contributing to SDG 5 to achieve gender equality and empower all women and girls, with activities raising awareness of GBV and implementing risk mitigation and response mechanisms for women in the Caribbean (also contributing to CEDAW and Belem do Para Convention); identifying and providing services and resources to reduce the burden of women’s unpaid care work, such as in support of women farmers, women-headed households, etc. as recorded above, and advancing women’s position, value, and participation in decision making from national to local stakeholder interventions where they

have been engaged. As reported also in 5.1.2, the project activities and outcomes contribute to other SDGs as well, namely SDG 13 with countries advancing climate action through a myriad of instrument development, which is integrating gender, and financing mobilized to countries most vulnerable (and to the most vulnerable communities). However, SDG13 does not include any formalized targets on gender. The project, activities and results are contributing toward realization of the UNFCCC instruments, most notably in its Gender Action Plan (UNFCCC GAP) through continuing national capacity building, coordination of gender specialists (focal points appointed in EnGenDER countries which are also UNFCCC National Gender and Climate Change Focal Points), policy coherence which integrates gender-responsive approaches, women's participation and leadership.

Of specific note is the development by EnGenDER PMU and consultants of the Draft *Technical Paper on gender responsive climate actions in Small Island Developing States (SIDS)* for the Alliance of Small Island States (AOSIS) report on global progress of gender equality under review of the UNFCCC Parties' implementation of the GAP. The Draft Technical Paper includes numerous examples highlighting the Caribbean region and country activities and outcomes through the facilitated support of EnGenDER to enhance gender equality in climate processes and measures. Linked with these are the commitments for Nationally Determined Contributions (NDCs) to be developed (or updated) under the UNFCCC Paris Agreement, which has been supported by EnGenDER in some countries, along with the NDC Gender Mainstreaming Roadmaps conducted in others. Stakeholder responses in the evaluation revealed the NDCs submitted in 2020-2021 included considerably more consideration of gender-differentiated issues and needed approaches.

Regionally, reporting for the Montevideo Strategy for Implementation of the Regional Gender Agenda will take place for the first time in 2022. Gender machinery stakeholders confirmed during interviews that they are preparing inputs for the reporting with consideration of the EnGenDER project activities and outputs, recognizing the evidence of progress in multiple pillars of the Strategy, especially: normative framework, policies, participation, financing, information systems, and monitoring and reporting. Lastly, the opportunity for the 66th Commission on the Status of Women (CSW) taking place in March 2022 is focused on climate justice. Countries are reportedly collaborating and preparing statements for the session to underscore the EnGenDER programming and its results, indicated also to be an opportunity for mobilization of additional and continuous resources with partners, not only on reporting on progress internationally of gender equality progress.

5.6.4 National effects

The project has raised the profile of gender equality and set in place initiatives to integrate it into key aspects of climate change and DRM systems within the countries. As recorded above in section 5.6.2 with examples of evidence, the mainstreaming of gender is underway through multi-tiered approaches which

is creating avenues for further advancing gender equality through advocacy efforts and more comprehensive integration in the national and regional gender agenda. Development of evidence-based roadmaps for NDCs and the SASAPs for example are mainstreaming gender in climate and disaster instruments which is expanding the focus of the gender agenda in countries and includes specific and validated activities with the latter having an accompanying results-monitoring framework. This is also especially apparent in the updated CDEMA Disaster Recovery Framework which involves national audits and action plans to operationalize the framework.

This is evident primarily by the multiple activities of EnGenDER focused on gathering and analysing data and information, while building capacity across the country at all levels on gender and climate issues which is then incorporated into the national gender *and* climate agendas. Collaboration among the gender machinery with other line ministries is prompting more awareness and advocacy on utilizing/implementing gender-responsive approaches. The trainings which engage representatives across the line ministries are reportedly attributing to more invitations for gender machinery to participate and provide input into climate and broader development planning and goals.

5.6.5 Other effects

As discussed in previous sections, with an approach on inclusiveness of particularly marginalized groups the EnGenDER project is evidently making relatively more-considerable efforts to address principles of intersectionality in its measures on policy, process, engagement and capacity building. However, due to the project's need to establish more inclusive processes, systems, and structures to advance gender equality and consideration of marginalized groups, the on-the-ground implementation of inclusivity is not yet demonstrable beyond the Covid allocation of resources. These systems are required as a foundational element to authentic and tangible responses to intersectionality and inclusivity. Still, the recognition of the EnGenDER project and its stakeholders of intersectional characteristics limiting inclusion of some groups, does suggest that in the next phase of implementation it will still maintain understanding and due consideration, without leaving anyone behind in the implementation of project initiatives. This is notably on-track from a policy and institutionalization level, but not substantially for engagement and direct benefits to marginalized groups.

6. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

6.1 Conclusions

Conclusion 1 – Progress toward proven outcomes and resilience attributes

The project has completed a wide range of activities and outputs that will contribute significantly toward the achievement of the planned outcomes in general terms. After a delay in initiating the PMU, project delivery has increased dramatically in 2020 and 2021 with necessary adjustments to accommodate the Covid situation. After a slow start, impressive progress on achievement of targets has occurred, with more than 44% of the output targets having been completed and progress toward sub-outcome achievement is gaining momentum. Remarkably, this has occurred with expenditures 40 percent under budget and with various pandemic-related project implementation constraints.

The project has reached a large number of beneficiaries at various levels: regional and national institutions and processes, organizations supporting women and vulnerable groups, community awareness of at-risk populations, opportunities for women and marginalized groups to enhance disaster resilience, household financial and material support to address Covid hardships, individual skills and empowerment development, etc. Whether these are short term project expenditure-driven results at an output level, or markers of more systemic long-term change remains to be seen in the second half of the project. The combined effects of the different project components on measurable resilience attributes of the targeted beneficiaries are what really matters. These attributes at regional, national and local levels need to be examined during the second half of the project in terms of their preparedness to alleviate, cope with and respond to climate stress and related disasters that affect women and vulnerable segments of the populations.

Conclusion 2 – Excellent project management under difficult conditions

Project management is a challenge because of the many different thematic components, implementing partners and their delivery contractors, and the delays and changes in delivery mechanisms caused by the pandemic. There are at least 13 implementing partners (4 implementing partners and 9 countries) covering the region and a host of contracted service providers and facilitator organizations. Project management has been highly diligent in organizing the work planning, coordination, oversight and reporting, and in organizing Project Board and (initially) Implementing Partner meetings. There have been 7 Project Board meetings from 2020 to December 2021. The PMU has maintained regular updating of the Risk Log and other components of UNDP's ATLAS project management system. This is apparent in the high quality of regular reporting and communications. However, with each Implementing Partner following separate threads of activity, there might be a need to reinstate the Implementing Partner meetings, which

will improve coordination and ensure that the IPs are increasingly and jointly focused on the project outcomes.

The evaluation encountered questions about the specific role of the Technical Advisory Group (TAG) which currently operates in an ad hoc manner without structured meetings. This coincided with some participants' requests for more strategic oversight of the project as a whole.

The lessons learned section of the PMU's reports noted the importance of coordination in managing such a large, multi-faceted project. Adaptive management has also been at the forefront, in the form of Covid response measures, and the requested support for complementary funding to develop international climate change proposals aimed at international funding sources.

Conclusion 3 – Stakeholder perceptions of significant institutional challenges

Project stakeholders made it clear that there is widespread support for policy changes that have raised the profile and importance of gender and inclusiveness in disaster management and climate change adaptation. But major challenges still exist in the available resources and capacity to fully implement and sustain audits, policies and plans produced by EnGenDER. For example, capacity status of the relevant gender and social protection support organisations is not well documented, although the gender consultant's assessment presents a view of confidence in significant institutional change.⁸⁰

The broad approach and reach of the project under different project thematic components is intended to establish the main anchors of the social sustainability strategy being addressed through the project, through "awareness raising, community engagement and the leadership of key decision-making communities",⁸¹ although the community mobilization connections are not yet particularly clear except potentially in the few local projects. Plus, the Covid restrictions have made it difficult to establish consultations, which are intended to create the necessary pathways into the communities, government departments, and regional organizations. Also, the geographic relationship between marginalized EnGenDER project beneficiaries and the operational disaster response priorities in Caribbean high risk areas is not very clear.

Conclusion 4 – Need to delineate coordinated pathways and mechanisms

There are high expectations that the rapid achievement of the output targets will lead to substantive progress in resilience of women and marginalized populations with respect to CCA and DRM. But the primary mechanisms that are expected to generate these resilience improvements have yet to be fully

⁸⁰ Margaux Granat, EnGenDER MTE chapter inputs on HR and GE, Feb. 16, 2022.

⁸¹ UNDP, Project Document, 2019, p.28

developed and verified at the mid-term stage of the project. For example, CDEMA capacity audits have been completed for some of the countries with attention to gender and social equity in disaster recovery processes, and these audits will in some form be incorporated into national plans and country strategies for disaster management (revised recovery component) as part of the commitments to the UN Sendai Framework.⁸²

The full results chain through these institutional processes to provide “last mile resilience support and services” for women and marginalized groups, and the operational stress testing of this improved disaster recovery capacity for the targeted beneficiaries remain to be addressed.⁸³ The evaluation found different views on the key mechanisms for expected resilience results although the central theme has been to enhance the role and function of gender bureaus and related ‘national gender machineries’.

Building on the baseline resilience, social protection, capacity and high-level audit analyses prepared by the project, further specification of government/non-government capacity gaps and the opportunities to address some of them within the project was considered paramount. Some recovery interventions are planned for 2022 which will be a good start in addressing gaps highlighted from the Audit reports. However, the project needs more consolidation and precision in the final years focusing on specific ‘resilience objectives’ at the regional, national and community levels that all of the project components (UNDP, CDEMA, UNW, WFP, OCF) are working jointly toward, and recognition of the primary drivers and agents that serve to achieve these objectives. While the logframe (Figure 1) effectively outlines the results hierarchy (‘the what’), more emphasis on the main theory of change pathways (‘the how’) would be useful in the forthcoming second phase.

Conclusion 5 – Uncertainties about country capacity to utilize outputs

During the first half of the project (2019-2021), many climate resilience and gender responsive studies, institutional assessments, strategies and action plans were produced. Most of these anticipate a proactive approach to their subsequent utilization by the responsible authorities. However there remain challenges and uncertainties about the capacity of the participating countries and organizations to fully adopt and realistically implement many of these outputs (with or without ongoing support). For example, disaster recovery experiences have been reviewed (Output 1122) and a Model National

⁸² The CDEMA audits provide comprehensive institutional screening of strengths and weaknesses in conformance with the Sendai Framework but they do not directly assess a country’s operational DRM capacity in government and civil society and the specific measures needed to address gaps. This may be part of the larger Caribbean DRM development assistance programmes but the particular role of the project in the capacity development process, beyond the project outputs, is currently unclear in project planning documents.

⁸³ The ability of a government to support post-disaster recovery and reconstruction depends critically on its ability to deliver resources effectively when and where they are needed. The *last mile orientation* is discussed in World Bank Group/GFDDR, “The Last Mile: Delivery Mechanisms for Post-Disaster Finance”, and Hallegatte, S., Rentschler, J. & Walsh, B. “Building Back Better: Achieving Resilience through Stronger, Faster, and More Inclusive Post-Disaster Reconstruction”, 2018.

Recovery Framework adopted, but operationalizing the framework will depend on the newly-established Caribbean Resilience Recovery Facility. Country recovery capacity assessments have been completed in some countries but the implications are not yet known. Similarly, the training and sensitization and related KAP and behavioural studies (Outcome 1200) are expected to lead to a process of increased application of gender responsive and rights-based approaches in national climate change and disaster recovery coordinating bodies in all countries. Although the results framework has a provision for the evaluation of the KAP/B studies, there are a lot of assumptions embedded in these outcome expectations. Whether the capacity development prerequisites⁸⁴ are in place to facilitate this is not clear. The Implementing Partners are aware of the need to address capacity and commitment barriers to achieve full stakeholder ownership and adoption of project innovations. While the project is reporting “increased capacity” under Outcome 1110, with training enabling the provision of more gender responsive plans, etc., these achievements need to be set in context with the full aspects of long-term capacity (enabling, institutional, human resources) that are required for sustainable projects under UNDP guidance. The auditing and social protection studies may face similar challenges in generating systemic and sustainable capacity development.

The follow-up institutional change and utilization effectiveness of many of the outputs are not yet well understood which is understandable given the short two years of project activity so far. There is also some uncertainty about the specific role and responsibility of the project in pursuing or tracking the fate of short-term outputs and their contributions to measurable outcomes, and the availability of national stakeholders to participate in this follow-up during the second half of the project. More consideration of the implementation and utilization of the many project outputs is needed in order to improve the prospects for sustainability (see Recommendation 1).

Conclusion 6 – Strategic role for EnGenDER’s climate financing

The climate financing support (within OCF) aims, somewhat separately from the social equity focus of the project, to provide opportunities for funding climate change proposals and demonstrating gender-responsive adaptation in local projects. This component primarily involves access to technical assistance grants to ensure that high quality project proposals meet international funding approval standards. It is presumably needed despite the fact that most granting sources already have project preparation grants. Moreover, project design and management capacity were reportedly developed in the precursor Japan-Caribbean DRM project, with uncertain sustainability. The OCF addition to the EnGenDER project points to the significance of the current capacity deficiencies in the region. The long-term capacity for countries and local consultants/participants, especially women and marginalized groups, to produce

⁸⁴ These typically encompass three levels: the enabling environment, organisational capacity and human resources development. See: UNDP, Capacity Development: A UNDP Primer, 2015.

quality proposals and to achieve accreditation for climate financing and budgeting may be the central issue rather than short term individual project proposal applications. The earlier capacity development (J-CCCP) may not have been retained (or sufficient enough to meet standards for international funded proposals), and contracting international consultants to assist in proposal preparation will not resolve the dilemma that is also faced by many similar small island nations. The balance between securing funding for projects, a priority for the countries (and certainly appreciated), and developing longer term national capacity to initiate and secure climate financing from various sources needs to be addressed from an EnGenDER perspective. The broader climate financing strategies beyond international project grants could also be considered (see Recommendation 2).

Conclusion 7 – Structural limitations on improving resilience capacity

The benefits from strengthening gender equality and human rights are accruing on many fronts and at several levels, especially for regional and national organizations, and to a lesser extent at community and household levels. There are distinct limits where gender and inclusiveness mainstreaming into historically weak DRM systems are confronted with fundamental resource and operational deficiencies and challenges in building resilience that undermine the project potential.⁸⁵ The project results and their sustainability are dependent on and subject to basic weaknesses in the infrastructure and service delivery systems for climate change adaptation and disaster risk reduction, response and recovery at regional, national and local levels. These structural limiting factors, especially prominent in Caribbean small island states, need to be fully recognized in the efforts at mainstreaming gender and inclusiveness. This is why synchronizing EnGenDER, to the extent feasible, with the regional disaster management programs that are focusing on these structural capacity issues and last mile delivery constraints would be desirable if possible.⁸⁶

As noted in the Human Rights and Gender Equality sections of this report, the scale and reach of the project outputs are impressive, involving awareness-raising, disaggregated information on risks and vulnerabilities in priority sectors, national policy formulation, disaster planning, social protection case studies, an updated Model National Recovery Framework, empowerment and skills development, new coordination mechanisms, local adaptation measures and alternative livelihood demonstration activities. How all the output components (UNDP, CDEMA, UNW, WFP, OCF) come together at an outcome level to advance resilience capacity on the ground for women and girls and marginalized groups under conditions of country resource limitations will be a central question for the remaining years of the project.

⁸⁵ Many of these challenges are summarized in EU/GFDRR/The World Bank, 360° Resilience: A Guide to Prepare the Caribbean for a New Generation of Shocks, 2021.

⁸⁶ One example might be to improve the disaster contingency planning networks between CDEMA, the Red Cross, women's organisations and local community administrations – mobilizing stakeholders that have been engaged with EnGenDER for frontline disaster preparedness and recovery.

Stakeholders seem to hold a fairly modest view of expected end results: establishing a permanent place for gender equality and inclusiveness in development and disaster management processes is the predominant expectation. There are many factors affecting potential impact, most notably the competition for attention and limited resources at the country level. The “surprise factor” in future disasters is also a potential disrupter. Urgency to respond to extreme weather events, volcanic activity and sea level rise in the short term (not to mention pandemics), and the resulting pressures on frontline defences and resources may emerge as important external factors in the next phase of the EnGenDER project.

There are opportunities to leverage EnGenDER results through more collaboration with related programs such as, for example, the Canada/World Bank/GFDRR program currently assessing the emergency preparedness and response systems in the 10 Caribbean countries (5 completed and 5 more to be done). The second phase of EnGenDER could benefit from coordination with the Canada-World Bank funded *Ready 2 Respond Caribbean* program which is identifying specific capacity gaps with implications and potential opportunities for strengthening the role of civil society organisations and national gender machinery in disaster preparedness and response.

With up to two-thirds of the budget remaining, the project has an opportunity to expand its reach and deepen its impact. There is sufficient budget to re-adjust the project strategy toward more substantive resilience results, to strengthen national capacities and regional support through CDEMA to address the low capacity of OECS countries, and to enhance learning from the project and the related J-CCCP project.

6.2 Recommendations

R1: The Project Management Unit should prepare a concise theory of change (or ‘second phase implementation strategy’) and an updated project timetable to complement and assist the Results Framework and joint progress by the Implementing Partners toward well-defined final outcomes.

The wide set of outputs from the multiple partners are expected to generate resilience outcomes at local (household/community), national and regional scales; but the linkages between the four project objectives, intermediate and immediate outcomes and the ultimate outcome remain complicated and vague. A *project theory of change* would help to clarify the specific results chains and the key mechanisms for achieving and sustaining the end results of the project. This includes recognizing the reality that gains in social equity are also eventually dependent on the basic operational capacity of the DRM preparedness and response systems. The concern is that stand alone outputs from several different implementing partners will have less impact if they are not set within a broad process of transition toward resilience that also links the output-oriented achievements between project

components and with the overall operational effectiveness of DRM systems in the region. This could be done through an internal Project Review Workshop aimed at better coordinating the different partners and work streams, and highlighting a basic theory of change (or 'second phase strategy') that can guide the remaining years of the project.

It is very common for projects to have a mid-course internal review and update of their strategy, with a special focus on the pathways to measurable outcomes. There are several potential approaches. For example, this could involve having the project implementation partners identify (a) change drivers and agents for the immediate outcomes associated with the main project components⁸⁷, (b) the linkages between components that facilitate these drivers and agents, and (c) the subsequent joint pathways to well-defined, measurable results at the regional, country and local levels. This internal review could also address any cross-partner coordination issues and delays in financial reporting. It should also review the role of the TAG and set out procedures for their meetings and reporting. (The TAG could be charged with meaningful strategic tasks, meeting every six months and formally reporting to the Project Board.) Due to the delays and changes in delivery methods related to the covid pandemic, the project team should also revise the timetable and budget as appropriate and discuss no cost extension options with donors based on an updated project strategy.

R2: The Project Management Unit should prepare an *EnGenDER climate financing implementation plan* to guide project commitments and work planning with regard to securing financing of gender-responsive/socially inclusive climate change projects and programs.

The decision to allocate approximately \$700,000 for 'climate financing' to prepare NAP, NAMA and other international project proposals (not envisioned in the project document but a priority for many countries) and the ad hoc funding of local gender-responsive/socially inclusive local adaptation projects warrant more guidance for the remainder of these project investments. In other regions, UNDP often serves as a climate and disaster project development planning technical advisor/convenor. The OCF component provides an opportunity to both develop local project design and management capacity and to expand the opportunities for climate financing in general and more specifically for gender-responsive proposals emerging from EnGenDER, including additional international accreditation for direct climate funding, private sector financing solutions, and national gender and climate budgeting, all areas where UNDP has global expertise.

⁸⁷ The principal agents in EnGenDER may be specific gender and social protection agencies, organizations or groups that are committed to responding to particular climate change and disaster vulnerabilities facing women, girls and others in each country.

The evaluation concluded that the OCF needs to clarify its purpose and scope. What is the strategy; for example: securing project grants, enhancing country capacity to secure grants, advancing national gender budgeting, increasing gender-responsive climate financing in general, increased financing for gender and social protection support organizations (including utilization of EnGenDER outputs). The OCF workplan could consider developing specific capacities for gender responsive and inclusive DRM/CCA. In the OECS SIDS, this capacity will have to be built and retained at relevant regional organizations (CDEMA/CRF/CRRF), with support from UNDP acting as a regional resource designed to assist smaller countries to plan, prepare and implement climate financed projects. Within the larger countries, where opportunities exist, the climate financing component should build on the capacity for project design and management that was developed in the J-CCCP project (“national capacities were developed to plan for and implement climate change resilient development”). This should include a review of the progress and approach to leveraging climate financing related to the project objectives. The strategy for the climate financing component therefore should clarify the scope and alignment with EnGenDER objectives, and ongoing responsibilities for the OCF project investments. It could also address a strategic role for EnGenDER in the larger climate finance landscape and in contributions at building national capacities to finance gender responsive/inclusive climate adaptation programmes and projects.

R3 – The PMU should update and expand the project monitoring and knowledge management plans with an increased emphasis on outcomes and sustainability potential.

This recommendation is presented in conjunction with an updated project strategy (R1) and recognizing the need to refine the project indicators to improve information on capacity development results for the beneficiary organizations, gender equality effects and the adoption of resilience measures by women and targeted groups. This will encourage a greater focus on outcome achievements and sustainability potential and reduce the dependence on target completion in project monitoring and reporting, and an over-reliance on KAP-B behavioural change studies as a basis for assessing perceived impacts of the project.

The updated plans should take stock of the disaggregated data on gender equality and disadvantaged groups (human rights) that are being collected, as noted by the gender consultant. They should also consider looking back at the related J-CCCP project results in order to inform sustainability strategies and enhance learning from actual experience.⁸⁸ The EnGenDER project emerged from the J-CCCP project, largely by building on the NAPs and NAMAs, and taking them to the next level by working on

⁸⁸ Regarding J-CCCP project, the EnGenDER Project Document states that “There is still deeper analysis that can be done of the capacity of these mechanisms and the tools and skills needed and this is one of the areas which EnGenDER will build on the foundations established by JCCCP particularly in the realisation of outcome 1210.”, 2019, p.29.

the sectoral aspects (SASAPs). A review of the sustainability of the J-CCCP outputs several years after project closure would provide some fresh insights into the prospects for sustainability of the results from EnGenDER.

R4 – The Project Board should consider ways to further strengthen collaboration with multilateral financial institutions and related bilateral programmes, particularly for gender responsive and inclusive DRM and CCA, drawing upon outputs from EnGender to date.

There are opportunities to scale out and scale up project outputs to complement related regional programs. The project has added a Gender and Disability lens to the 103-question CDEMA disaster recovery audit checklist. But the audits are only a preliminary snapshot of current status for disaster recovery by government organizations. Based on its experience, the project could provide useful inputs for the larger regional DRM capacity development programmes being led by the World Bank (Sectoral Capacity Assessments), which are not explicitly part of the project. The output results of the EnGenDER project, including specific national recovery capacity assessments (Output 1123), offer useful inputs for the regional efforts through CDEMA and the National Mechanisms for Decision Making (NMDMs) to strengthen Disaster Risk Management (DRM) systems in government and civil society organizations. How these outputs can be actively maintained post-project is somewhat uncertain. More direct and explicit collaboration with ongoing programs would be mutually beneficial.

The capacity of national organizations and their network of disaster management partners including for example, the Red Cross, social protection agencies and volunteer organizations being assisted in certain countries by WFP, is central to the project interests in disaster risk preparedness for women and marginalized communities. The current recovery audit update with EnGenDER inputs is limited in terms of this broad DRM capacity development and the policy, budgeting, organisational and human resources implications normally associated with UNDP’s model approach to capacity development. The project could, for example, contribute to longer term restructuring or realignment of DRM (preparedness, response, recovery) systems within and outside of government, as they relate to EnGenDER objectives so that future national and international support can be directed at addressing remaining gaps affecting gender responsive, inclusive capacities.⁸⁹ There may be specific opportunities for EnGenDER to add value to the current Canada-World Bank funded *Ready-to-Respond* initiative.⁹⁰

⁸⁹ Many previous and ongoing programmes report DRM capacity development achievements (e.g., J-CCCP Final Evaluation Report; Global Affairs Canada: <https://w05.international.gc.ca/projectbrowser-banqueprojets/project-projet/details/a032615001>, UK Government: <https://devtracker.fcdo.gov.uk/projects/GB-GOV-1-300524/documents>; World Bank: <https://openknowledge.worldbank.org/handle/10986/36405>); the incremental improvement of this regional capacity for gender equity and inclusiveness provided by EnGenDER needs to be clarified and verified in the second half of the project.

⁹⁰ With support from the Canadian government, the World Bank and the Global Facility for Disaster Reduction and Recovery (GFDRR) recently established the Canada-Caribbean Resilience Facility (CRF), a single-donor trust fund aimed at achieving more effective and coordinated gender-informed climate-resilient preparedness, recovery, and public financial management practices

The *R2R* capacity assessments are identifying practical needs for disaster response readiness; to what extent can gender support organizations (government and civil society) within the EnGenDER Project address these needs as they relate to vulnerabilities identified in each country? This capacity development recommendation is presented in conjunction with Recommendation 1.

R5 – UNDP should undertake a specific follow-up survey and report on the Covid programme beneficiaries that assesses the effectiveness and efficiency of the assistance.

EnGenDER has provided urgent assistance to thousands of vulnerable persons adversely affected by the pandemic. Some \$1.1 M was reprogrammed for this effort (but final data on the total number of beneficiaries is not available). For audit and learning purposes, the scale and rapid response of the program in identifying priority beneficiaries and responding to specific needs in the form of cash transfers and material goods warrants a follow-up review of the aid effectiveness and the processes efficiencies. This is a real-world experience in gender-responsive crisis intervention that helps to provide feedback for preparation for future disasters.

R6 – The Project Board should develop an Exit Strategy during the final year of the project that identifies and consolidates (i) the outputs that play a lead role in sustaining key project results, (ii) the measures in place or further targeted to support their sustainability, and (iii) the responsibilities for overseeing sustainability actions.

The project is generating a multi-faceted set of outputs from various partners (UNDP, CDEMA, UNW, WFP, OCF and national entities). Social and institutional change is normally a long-term process. Not all the outputs may survive after project completion. The reality is that capacities for implementing and executing social equity provisions in DRM processes are limited in small island nations. The project will need a planned closure to maximize sustainability and to minimize the inevitable loss of momentum that occurs once a project closes. A formal Exit Strategy helps to maintain a focus on long term results (impacts) and the factors and forces that promote sustainability. Specified follow-up responsibilities, duties and resource requirements should be included in the strategy.

R7 – The Project Management Unit should repeat the online survey that was conducted with 108 stakeholders in July 2018 in order to assess changes from baseline conditions to 2023 during the final year of the project.

in targeted Caribbean countries: Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Suriname, Saint Vincent and the Grenadines. Capacity assessments are underway using the World Bank's Ready2Respond Framework.

The 2018 survey data provide a convenient baseline for comparison of changes over the ensuing five years provided it can be reliably replicated with many of the same contacts. This would provide some comparable measure of the extent to which changes in addressing vulnerabilities of women and marginalized groups are now integrated into disaster recovery and management processes in the participating countries.

6.3 Lessons Learned

The lessons learned to date from project implementation can assist in refining the workplans for the remainder of the project. These are broad themes that have been summarized based on the conclusions above, the lessons documented in the monitoring reports, and input from staff and stakeholders.

The project Progress Reports included statements about lessons learned, and the interviews provided some comments on key lessons. The main themes are highlighted below:

- Bilateral communications (structured and informally) have assisted in moving the project along when there were delays;
- Linkages to national steering committees have been important to ensure that interventions were aligned with national priorities (NMDM) and validation of activities;
- Natural hazards, political changes and the competing demands on country stakeholders can disrupt the project and timetable, and expectations for stakeholder involvement need to be managed accordingly;
- Collaboration was important for successful results but takes time, sometimes resulting in delays and adequate time should be allotted to allow for this;
- Clear description of UNDP processes, inputs needed and projected timeframes to partners can aid in smoother delivery;
- Procurement processes must consider best case and worse case scenarios and have adequate time allocated;
- The available human resources need to be supplemented with additional staff where added implementation tasks occur;
- The development of digital training packages allowed for their reapplication with minimal associated costs and increased the numbers of direct beneficiaries;
- Swift, flexible response to Covid-19 by the project was appreciated;
- The choice of implementing partners, the analyses of capacity and subsequent capacity assistance can increase the ability to meet results expected.

The survey (Annex 5) and stakeholder interviews noted the following key lessons to date:

- The pandemic created challenges in terms of implementation and agenda-setting because suddenly the topics that the project was advocating for in 2020 became less relevant; and the few resources at the hands of the governments were put towards national Covid priorities
- At the same time, Covid-19 became an entry point for project activities to support the Covid response in the 9 countries by targeting the most vulnerable sectors of the population and the communities. This provided a leverage point because they were able to show governments and communities the importance of analyzing the different needs of the most vulnerable on the ground. Covid became a good leverage point because it was something that all the stakeholders could see the results and application, and then the project team built the narrative with governments to keep putting the focus on the vulnerable segments of societies, including in the other agenda items that the project was trying to push and mainstream: climate change, disaster preparedness for recovery and the human rights based approach.
- The project has been able to integrate its interventions into national work programmes, and project activities are reflective of national priorities in most countries.
- The UK annual report also noted that: “Using templates for reporting and to coordinate national actions through a shared online, interactive platform allowed for greater transparency, and improved collaboration in real time. Joined-up reporting on all aspects of the project was also achieved through the use of these collaborative templates.”⁹¹

Previous Caribbean regional scale disaster risk management projects provide lessons about the need for technical capacities, data and support, political buy-in, policy and programme linkages, cross fertilization of activity streams, local ownership and effective partnerships as key success factors, along with the necessary time for assimilation and demonstration of behaviour, going beyond training to include advocacy, and finding opportunities for and instances of policy implementation.⁹² It was also noted by J-CCCP that to a large degree, investment decisions determine the level of vulnerability to natural hazards.

There are design lessons that can be usefully considered in the Final Evaluation stage of the project. Opportunities to strengthen resilience occur across the spectrum of potential DRM/CCA measures that address risk reduction, exposure and vulnerability mitigation, early warning systems, disaster preparedness, adaptation strategies, and disaster response and recovery processes at the regional, national, community and household levels. The entry points for advancing gender equality and

⁹¹ ‘UNDP Lessons’, UK Government, Annual Review Template – Sept. 2020, Strengthening Disaster Recovery and Resilience in the Caribbean, March 2021.

⁹² Japan-Caribbean Climate Change Partnership Project(J-CCCP): *Final Evaluation of the Japan-Caribbean Climate Change Partnership Project (J-CCCP)*, March 2020 and US AID/OAS, Caribbean Disaster Mitigation Project (CDMP): Final Report, 2000.

inclusiveness could be usefully reviewed in the knowledge management component to inform future projects.

Annexes to the Mid Term Evaluation Report

- Annex 1 Terms of Reference
- Annex 2 Evaluation Matrix
- Annex 3: List of Documents Reviewed
- Annex 4 List of Contacts
- Annex 5 Survey of Project Managers and Focal Points
- Annex 6 Interview Guide
- Annex 7 Budget and Expenditure Data
- Annex 8 Multilateral and Bilateral Climate Change and Disaster Management related projects in the EnGenDER Project countries
- Annex 9 Risk and Environmental and Social Assessment
- Annex 10 Code of conduct signed by evaluators.

Annex 1 TORs

Annex 2: EVALUATION MATRIX Mid Term Evaluation of EnGenDER Project

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
<p>Relevance: <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 including empowerment and gender equality issues.</i></p>			
<p>1. Design coherence: Is the project log frame and theory of change still relevant and appropriately designed 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)?</p>	<ul style="list-style-type: none"> • Extent to which implementation conforms with the design strategy and results chains • Progress occurring with sufficient confidence of project coordinators in reaching planned outcomes 	<ul style="list-style-type: none"> • Progress reports • Stakeholder views of the project design effectiveness • Interviews with regional and national project coordinators 	<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>
<p>2. UNDP coherence: To what extent is the project in line with UNDP's mandate, the Sustainable Development Goals, national priorities and the requirements of targeted women and men?</p>	<ul style="list-style-type: none"> • Project activities consistency with UNDP policies and priorities in the region 	<ul style="list-style-type: none"> • Progress reports • Policy documents • Field reports of UN staff 	<p>Compare project design and activities with UNDP priorities and interview UNDP staff on alignment with priorities</p>
<p>3. National coherence: Is the project in line with and supported by government priorities and strategies?</p>	<ul style="list-style-type: none"> • Project activities consistency with government policies (including climate, DRR, and gender) • Government staff support the project in policy coordination 	<ul style="list-style-type: none"> • Progress reports • Policy documents • Reports on partner gov. technical support 	<p>Compare project design and activities with national DRM and gender/inclusiveness priorities Interview government staff on alignment with policies</p>
<p>4. Beneficiaries' relevance: Has the project</p>	<ul style="list-style-type: none"> • Extent of targeting of the 	<ul style="list-style-type: none"> • Progress reports 	<p>Prepare a profile of the beneficiaries. Review data on</p>

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
been relevant to the needs of target beneficiaries?	<ul style="list-style-type: none"> beneficiaries Progress to date relative to targets 	<ul style="list-style-type: none"> Field observation on results of interventions Interviews 	progress and interview staff, partners and donors and beneficiaries' perceptions of the project
5. Participation/ownership: How have counterparts been appropriately involved in the implementation of activities? Is the local ownership of the project ensured? Of the Government, counterparts and at the level of beneficiaries?	<ul style="list-style-type: none"> Communications and involvement of local participants Demonstrated commitment of government counterparts and local participants to implementation activities 	<ul style="list-style-type: none"> Project Document Progress reports Activities reporting Training reports Committee meeting minutes 	Review consultation processes and responses, and interview counterparts and beneficiaries on extent of outreach to/from them and their involvement and commitments on taking implementation responsibility
Effectiveness: <i>Extent to which the project's intended results (outputs or outcomes) and targets have been achieved to date as per the Project Document/Results Framework and Annual Workplans</i>			
1. Achievements: What quantitative and qualitative achievements have occurred in terms of output/outcome targets? How has the project been contributing to its expected outcomes? How have the gender questions been taken into account in the project?	<ul style="list-style-type: none"> Changes from baseline conditions per project Indicators Participant satisfaction with quantity/quality of outputs Gender-disaggregated and inclusiveness-disaggregated results where available 	<ul style="list-style-type: none"> Project progress reports and activity reports Progress statements of the project coordinators Stakeholder interviews Post training surveys Behavioural studies 	Compile and collate data from M&E and progress reports, surveys and interviews with participants on results to date. Review of any post training and other post-intervention surveys and studies.
2. Achievement factors: 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?	<ul style="list-style-type: none"> Components on and not on-target Milestones reached/missed Conditions affecting changes from project baseline conditions and design assumptions not realized or under-estimated 	<ul style="list-style-type: none"> Progress reports Interviews with project coordinators and beneficiaries Committee meeting minutes Responses to delays in project deliverables 	Identify activity components not achieved as per workplans and the reasons for non-achievement, delays, etc. Review QA reports. Identify the context of target achievements and non-achievements and the likely reasons for or events affecting performance results
3. Beneficiaries reach: Is the project reaching the targeted beneficiaries?	<ul style="list-style-type: none"> Characteristics of the beneficiaries Gender-disaggregated results intersectional disaggregated 	<ul style="list-style-type: none"> M&E data Beneficiary interviews 	Assess progress against beneficiary targets. Interview a sample of beneficiaries

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
	results where available		
4. Partnership quality: 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?	<ul style="list-style-type: none"> • Agreements reached with implementing partners at national and regional levels • Satisfaction with the working relationships and results of these partnerships • Outputs generated through partnership activity 	<ul style="list-style-type: none"> • Project progress reports and activity reports • Interviews with the project coordinators and implementation stakeholders 	Review partnership agreements and participant satisfaction in relation to the delivery of planned outputs
5. Impact contribution: Has there been any progress toward the impact?	<ul style="list-style-type: none"> • Progress toward Ultimate Outcome – improved resilience to key climate-related, sector level risks 	<ul style="list-style-type: none"> • Progress reports • Reports on DRM system capacity including integrating gender and inclusiveness 	Assess the project results to date against the capacity development challenges facing the regional disaster response framework & national needs
Efficiency: <i>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>			
1. Management systems: Are the management structure, coordination and roles and responsibilities operating as planned?	<ul style="list-style-type: none"> • Perceived clarity of roles and responsibilities by stakeholders • Participant satisfaction • Timeline implementation of projects and feasibility (see below) 	<ul style="list-style-type: none"> • Interviews with project partners and coordinators • Progress reports 	Interview project staff and implementing partners
2. Implementation efficiency: 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?	<ul style="list-style-type: none"> • Costs relative to effectiveness results • Annual budgets vs expenditures data • Partner & national capacities to administer financial aspects 	<ul style="list-style-type: none"> • Budget and expenditure reports • Progress reports • Interviews with admin staff 	Review costs against reported results. Compare budgets against actual expenditures to assess work planning efficacy. Review financial audits.
3. Delivery timeliness: To what extent are quality outputs delivered on time?	<ul style="list-style-type: none"> • Activity completion • Delays and milestones reached and missed 	<ul style="list-style-type: none"> • Progress reports 	Interview project staff and implementing partners; compare activities planned vs completed

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
	<ul style="list-style-type: none"> • Scope of work feasibility where observable 		
4. Monitoring & adaptive management: How is monitoring used to manage the project? Are the project indicators being used and is the M&E framework effective?	<ul style="list-style-type: none"> • Narrative reporting as per M&E indicators • Extent of implementation of M&E manual/procedures • Examples of adaptive management actions taken by the project 	<ul style="list-style-type: none"> • Project progress reports • Stakeholder interviews • Committee meeting minutes 	Review project reporting use and reliability of indicators. Review management responses as a result of monitoring information
Sustainability: <i>extent to which 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>			
1. Strategies: To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed or implemented? How is the project contributing to capacity development to sustain results?	<ul style="list-style-type: none"> • Specific strategies and mechanisms incorporated in the project to provide sustainability of expected outputs after the project. • Capacity development measures • Commitment to changes in policies and practices of DM agencies • Diversity of stakeholders engaged in sustainability/exit strategies 	<ul style="list-style-type: none"> • Project design analysis • Training and capacity development reports • Capacity development studies and scorecards for disaster management systems 	Review project design and operational plans and progress data related to sustainability and capacity development results from the project
2. Risk management: Have critical risks to achievements and sustainability been sufficiently addressed?	<ul style="list-style-type: none"> • Occurrence of known or unexpected risks affecting implementation progress • Actions taken to reduce the effects of these risks 	<ul style="list-style-type: none"> • Risks identified in the ProDoc/ ATLAS Risk Management Module • Progress reports describing risks triggered 	Review, assess and update as needed the current project risk profile with UNDP ATLAS system
3. Institutional sustainability: To what extent are policy and regulatory frameworks and other institutional support measures in place for the continuation of benefits?	<ul style="list-style-type: none"> • Policy and regulatory outputs • Capacity development measures instituted • Training and HRD outputs • Engagement of diverse leaders in decision-making (including women 	<ul style="list-style-type: none"> • Interviews with partners and beneficiaries • Policy documents and regulations • Training reports • DRR capacity audits 	Sustainability analysis from interview data, policy/regulatory outputs training reports and capacity measurement data to determine the extent of institutional support for sustaining results

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
	in roles)	<ul style="list-style-type: none"> Decision-making bodies lists 	
<p>4. Partner and stakeholder sustainability: To what extent have partners committed to providing continuing support? To what extent do stakeholders support the project's long-term objectives? How will concerns for gender equality, human rights and human development be taken forward by primary stakeholders?</p>	<ul style="list-style-type: none"> Commitments made by partners and stakeholders to sustain and advance project results Financial commitments to maintaining project outputs Plans (general to specific, costed/uncosted) to advance gender equality, human rights and human development concerns 	<ul style="list-style-type: none"> Interviews with partners and beneficiaries Budgets committed to sustain results DRR program plans of participating countries 	Review the government and community level commitments of the partners and beneficiaries to sustaining the outputs.
<p>5. Knowledge management: 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 has the knowledge being produced planned to be utilized to implement evidence-based and policy-driven programming?</p>	<ul style="list-style-type: none"> Lessons learned that have been identified Knowledge management strategy in place Communications modalities 	<ul style="list-style-type: none"> Interviews with project staff Project reports and communication materials disseminated Available knowledge management strategy documents 	Review monitoring and reporting processes to identify information on issues encountered and lessons learned. Discuss knowledge management strategies with project staff.
Human Rights: extent to which human rights and the needs of disadvantaged groups have been integrated into the project			
<p>1. Human rights/gender equality data: Does the project have capacity to provide data for a HR & GE responsive evaluation? Is there baseline data on the situation of rights holders, and in particular women, at the beginning of the intervention?</p>	<ul style="list-style-type: none"> Monitoring indicators in the project M&E plan Disaggregated data generated by the project on baseline conditions and current outputs (beyond sex) where available Presence/absence of research and analysis as part of process for data collection and evaluation 	<ul style="list-style-type: none"> Project M&E Plan Project database on activities and results 	Review the project design and M&E plans to determine the extent of HR/GE measurement (in quantitative and qualitative terms and examples) based on spectrum for gender and human rights responsiveness; review the extent of disaggregation of project baseline data and results data
<p>2. Targeting of beneficiaries: Has the project</p>	<ul style="list-style-type: none"> Specificity of output beneficiary 	<ul style="list-style-type: none"> Project workplans 	Review the project design and

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
<p>systematically targeted and included vulnerable groups such as differently abled persons, the elderly, youth, gender and sexual minorities, indigenous and ethnic minority persons, informal labourers/citizens, etc.?</p>	<p>targets related to marginalized groups, where data are available</p> <ul style="list-style-type: none"> • Intersectional data disaggregation and data collection (qualitative reporting/inclusion and measurement), where data are available 	<ul style="list-style-type: none"> • Disaggregated data on beneficiary outputs and results where available • Interviews with beneficiaries • Information from the Achievement's evaluation above 	<p>workplans to identify the extent of specific targeting of vulnerable groups; review project reports and available stakeholder and participant lists for project activities; consult beneficiaries (as resources allow) on the extent to design and implement inclusive processes</p>
<p>Gender equality: <i>extent to which gender equality and the empowerment of women have been addressed in the design, implementation and monitoring of the project.</i></p>			
<p>1. Involvement of women: Have women and women's groups been specifically involved in implementation and monitoring? Is there evidence that the project will expand women's access to resources and services for empowerment, leadership and resilience opportunities?</p>	<ul style="list-style-type: none"> • Project staff and partners reporting on women's engagement and leadership (gender data) • Engagement of women's rights and gender equality groups (and different groups representing marginalized communities) • DRR recruitment activities targeted on women (assuming data are available) 	<ul style="list-style-type: none"> • Project Documents • Project implementation data • Stakeholder interviews • DRR programs gender equality policies and recruitment processes • Information from the Achievement's evaluation above 	<p>Analysis of participation of women in project management, leadership and decision-making and monitoring (relative to men's participation). Analysis of opportunities for (and occurrence of) women's engagement in consultations/input and decision-making in project implementation Analysis of women's, men's, boys and girls acquiring inputs, resource and increased access to services (for social and climate resilience); and analysis of access to career opportunities in DRM systems if data are available.</p>
<p>2. GE results: To what extent has the project promoted positive changes in gender equality? To what extent has the project raised awareness and recognition for implementing gender-responsive approaches? Is the gender marker data</p>	<ul style="list-style-type: none"> • Project outcome and output indicators • Gender marker rating • Assessment by Gender Consultant 	<ul style="list-style-type: none"> • Project progress reports • Interviews with national coordinators and beneficiaries • Gender consultant report 	<p>Review of project achievements related to gender equality; incorporate assessment of gender consultant</p>

Key Evaluation Questions	Evaluation Indicators	Data Sources	Methods
assigned to this project representative of reality?			
3. International effects: How is the programme contributing to the progress on international and regional commitments on gender equality of the SDGs, CEDAW, Belém Do Pará Convention, and others?	<ul style="list-style-type: none"> • Knowledge sharing and learning across region, SIDS, or globally • Alignment with international agreements and programs • Progress tracked and reportable to international mechanisms 	<ul style="list-style-type: none"> • Project design and workplans • Stakeholder interviews • Project progress reports 	Review of project achievements that coincide with international agreements and programs; interviews with UNDP and the PMU on their application and/or reporting of activities to international mechanisms
4. National effects: How is the programme contributing to the progress of advocating and/or shaping the gender equality agenda in the countries subject to evaluation? On what levels?	<ul style="list-style-type: none"> • Relation between project results and national gender equality agendas 	<ul style="list-style-type: none"> • Interviews with project coordinators and beneficiaries 	Review of project achievements that coincide with national policies and programs
5. Other effects: Is the programme on-track to address principles of intersectionality, inclusivity and Leaving No One Behind? If so, how?	<ul style="list-style-type: none"> • Project conformance with the principles of intersectionality, inclusivity and Leaving No One Behind 	<ul style="list-style-type: none"> • Project design and workplans • Project progress reports • Interviews with project staff 	Review project results in relation to the principles of intersectionality, inclusivity and Leaving No One Behind (based on framework for gender-responsiveness and information available)

Annex 3: List of Documents Reviewed

Evaluation ToR Document

- Terms of Reference, Individual Consultant for Mid-term Evaluation of the project “Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER)”, 2021

EnGenDER Project Documents

- Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) Project Document, Project# 00102522, UNDP, March 2019
- EnGenDER, Project Document, Results Framework, Stakeholder List
- EnGenDER, Methodology for Choosing Priority Sectors
- EnGenDER, Guidance Note - National Mechanism for Decision Making (NMDM), ToR, 2021
- Annual Reports (2019-2020, 2020-2021)
- Quarterly Progress Reports 2020-2021 (Q1, Q2, Q3, Q4 2020; Q1, Q2, Q3 2021)
- Annual Work Plans 2020-2021 (Original, 2019, 2020 and 2021)
- Project Board Minutes - 2019-2021 (March, April, May, June, July, August, September, October 2020; Jan/Feb, March, April/May, June/July, Aug/Sept 2021)
- CDEMA EnGenDER MNRF Tool
- Monitoring Tool
- Monthly Bulletins
- Monitoring and Evaluation Plan
- Quality Assurance Assessments
- Gender based Climate Resilient Analysis reports (UNDP)
- Sectoral Adaptation Strategies and Action Plans (UNDP)
- NDC Roadmap for St. Vincent and the Grenadines
- NDC Roadmap for Dominica
- Offer of Complementary Funding (OCF) proposals
- Gender Inequality and Cost of Inaction Studies (UN Women)
- KAP/B Studies (UN Women)
- EnGenDER/UNDP, “Training in Reporting (showing impact)”, 22 June 2021
- PMU Powerpoint presentation to the Project Board meeting, December 13, 2021
- Results as at December 2021 for PB

Development Partner Reports

- UK Government, Annual Review Template, Strengthening Disaster Recovery and Resilience in the Caribbean, March 2020 and 2021
- UK Business Case Risk DRR Carib; UK LogFrame; UK MoU EnGenDER
- Final Evaluation Japan Caribbean Climate Change Partnership (J-CCCP)
- UNDP GEF TOOLKIT JAN 24 2016

- Gender-Guidance-Evaluation GEF IEO
- Draft- Technical Paper on Gender Responsive Climate Actions in Small Island Developing States (SIDS), AOSI and UNDP, October, 2021
- Research Programme on Shock-Responsive Social Protection in the Caribbean, WFP, July 2020
- Shock-Responsive Social Protection in the Caribbean, Synthesis Report, Rodolfo Beazley, Francesca Ciardi and Sarah Bailey, WFP, December 2020,
- Shock-Responsive Social Protection in the Caribbean Handbook, WFP/CDEMA, November 2021

Background Documents

- ACP-EU Natural Disaster Risk Reduction Program, Upgrading Caribbean Disaster Preparedness, and Response Capacities, Caribbean nations work together for regional resilience, World Bank
- EU/GFDRR/The World Bank, 360° Resilience: A Guide to Prepare the Caribbean for a New Generation of Shocks, 2021
- 'Japan has a chequered record on climate change; Prepared for disaster, unprepared for climate change', The Economist, Dec 11, 2021.
- UNDP, Design & Appraisal Stage Quality Assurance Report, March 24, 2021
- GEF Country Support Programme, <https://www.thegef.org/what-we-do/topics/country-support-program>
- GEF Small Projects Programme, <https://sgp.undp.org/projects-154.html>
- John K. Ogwang and Saudia Rahat, Final Evaluation of the Japan-Caribbean Climate Change Partnership Project, March 2020, p.xii
- <https://www.latinamerica.undp.org/content/rblac/en/home/our-focus.html>
- Signature Solution 6, UNDP Strategic Plan 2018 – 2021 <https://strategicplan.undp.org>
- Mônica Zaccarelli Davoli, Disaster Management Structures in the Caribbean, Mental Health and Psychosocial Support in Disaster Situations in the Caribbean, PAHP, 2012
- Claudia Gazol, Strengthening Early Warning Systems in the Caribbean, SouthSouth Cooperation Strategy
- FAO, Office of Evaluation, Evaluation of FAO's Contribution to Climate Change Adaptation and Mitigation, Oct. 2015
- FAO, "Lessons Learned" Promoting gender equality and women's empowerment in fisheries and aquaculture, 2016; and <https://www.genderaquafish.org/>
- UNDP, Budgeting for Climate Change: A Guidance Note for Governments to Integrate Climate Change into Budgeting with a focus on medium-term budgets, October 18, 2021, and Climate Change, Knowing What You Spend: A guidance note for Governments to track climate finance in their budgets, 2019
- Inter-American Development Bank, Status of incorporation of disaster risk management and climate change adaptation in National Public Investment Systems, March 2016
- OECD DAC Network on Development Evaluation
- World Bank Group/GFDDR, "The Last Mile: Delivery Mechanisms for Post-Disaster Finance",
- Hallegatte, S., Rentschler, J. & Walsh, B. "Building Back Better: Achieving Resilience through Stronger, Faster, and More Inclusive Post-Disaster Reconstruction", 2018.
- UNDP, Capacity Development: A UNDP Primer, 2015
- US AID/OAS, Caribbean Disaster Mitigation Project (CDMP): Final Report, 2000.

- Adaptation Community 2017 Role of NA in Translating NDC Adaptation Goals to Action
- NAP view from Jamaica expo 2014
- Jamaica Climate Development Knowledge Network
- UNFCCC NAP-progress-2020

Annex 4: List of Contacts for Interviews and Surveys

No.	Name	Organization/Department	Location	Gender
Recipient Government Department				
1	Ms Ayesha Constable	Department of Environment	Antigua	F
2	Mr Daryl George	Department of Environment	Antigua	M
3	Ms Ezra Christopher	Department of Environment	Antigua	F
4	Ms Lucina Singh	Climate Change	Guyana	F
5	Ms Nyasha Hamilton	Sustainable Development	St Vincent & Grenadines	F
6	Ms. Janelle Hanaway	Economic Development	St Vincent & Grenadines	F
7	Ms Jemima George*	Gender Affairs	St Vincent & Grenadines	F
8	Ms Janey Joseph*	Gender Affairs	St Lucia	F
9	Mrs Yvonne Towikromo	Gender Bureau	Suriname	F
10	Ms Jicinta Alexis*	Gender and Family Affairs	Grenada	F
11	Ms Tisha victor*	Ministry of Social Development, Housing and Community Development	Grenada	F
Implementing Agency				
12	Winston Setal	UNDP	Guyana	M
13	Astrid Lynch	UNDP	Guyana	F
14	Ms Michell Scott	UNDP	Jamaica	F
15	Ms Margaret Jones Williams	UNDP, DRR	Suriname	F
16	Mr Bryan Drakenstein	UNDP	Suriname	M
17	Ms Faryal Rosiek	UNDP	Suriname	F
18	Ms Vanessa Satimin	UNDP	Suriname	F
19	Mr Massimiliano Tozzi	UNDP PMU Project Manager	Barbados	M
20	Ms Sherri Frederick	UNDP PMU M&E	Barbados	F
21	Ms Marium Alleyne	UNDP PMU Climate Change	Barbados	F
22	Ms Erica Greaves	UNDP PMU Finance	Barbados	F
23	Ms Meshia Clarke	UNDP PMU Gender	Barbados	F
24	Ms Deborah Browne	CDEMA, Disaster Risk Management Specialist	Barbados	F
25	Sharon Browne	CDEMA, Project Assistant		F
26	Ms Kyana Bowen	UN Women, Programme Officer - Humanitarian, Climate Change and Disaster Risk Resilience	Barbados (Trinidad)	F
27	Ms Sarah Bailey	WFP, Head of Programme	Barbados	F
Development Partner				
28	Ms Natalie Hutchinson	GAC, Senior Development Officer	Barbados	F
29	Ms Ms Gina Arjoon	GAC, Development Officer	Guyana	F
30	Ms Patricia Shako	UK FCO, Climate and Disaster Resilience Advisor	Barbados	F
31	Ms Ingrid Lavine	UK FCO, Senior Programme Officer	Barbados	F
32	Ms Rosanne Kadir	UK FCO	Barbados	F
				Total Female/Male 28 F/4 M
33-47 Survey (11 submitted online, 4 by email): completed by Donor agencies, Implementing Partners, and beneficiary countries (Belize, St Lucia, Suriname, Grenada)				15
Total Respondents				47

* Interviewed by the Independent Gender Specialist

Annex 5: Survey of Project Managers and Focal Points

Mid Term Evaluation of Enabling Gender-Responsive Disaster Recovery, Climate and Environment Resilience in the Caribbean (EnGenDER) Project

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

Summary of Question 1 responses:

The project has been ensuring that country gender bureaus or equivalent have a prominent role in national policy architecture for climate change and DRM decision making processes (ensuring greater inclusivity in policy guidance). Particular progress has been made where the project has been able to provide input into established government structures such as the Model National Recovery Framework (MNRF), and in making strides in the leveraging of climate resources supporting NAPs and NAMAs. The project has helped to identify specific populations of vulnerable beneficiaries, such as victims of GBV, to ensure that no one is left behind as countries map pathways to climate resilience building. The Covid response assistance has been a significant, timely contribution and the gender-responsive budgeted sectoral strategies and the offer of complementary funding are considered key achievements. Training to enhance technical capabilities for gender mainstreaming into climate change policies and actions has been appreciated. A critical issue emerged of governments having internal capacities to promote recovery, and social protection; training modules were considered an important step in building capacities over time related to how social protection can support response and recovery processes, and the importance of preparing systems to do so.

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

Summary of Question 2 responses:

The main factors assisting achievements relate to the strength of the partnerships that were formed to implement the activities and the platform that was provided by existing government initiatives, the use of highly qualified consultants, regular high-level communication and collaboration mechanisms with different ministries, the establishment of planning committees with regular scheduled progress meetings, and support for mobilization of resources. In addition, the project has been able to integrate project interventions into national work programmes, and project activities are reflective of national priorities in most countries. Covid has heightened the awareness of the importance of social protection measures for vulnerable families, as well as the need to work with frontline social-workers; it also made virtual participation more accepted. Aspects that need strengthening include ensuring gender bureaus have the time and resources (either in human capacity or budget allocation) to participate actively and support the processes, better coordination of or developing a more structured resource mobilization plan which would

streamline efforts and improve efficiency, and strengthening delivery of the project's activities by conducting evaluations of effectiveness and incorporating best practices for virtual delivery.

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

Summary of Question 3 responses:

Constraints that were noted include the complexity of the project across many countries and sub-projects which contributes to disjointed use of existing data and knowledge gained from one project to another, limited transfer of experience and knowledge, government counterparts being spread too thinly and wearing too many hats to effectively participate and coordinate opportunities, difficulties in procurement of consultants, online/remote working environment constraints, strict selection criteria for social protection beneficiaries, problems in reaching some beneficiaries and transferring funds (particularly those in the remote interior), and the multiple international programmes underway within CDEMA contributed to delayed deliverables. The restrictions surrounding the Covid pandemic decreased project momentum, where the project had to adapt quickly to operating new delivery mechanisms within a virtual environment. Some countries experienced delays and difficulties in integrating project activities into national priorities (Jamaica), and others had difficulty in identifying the most suitable entity to manage engagement and communications.

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

Summary of Question 4 responses:

The operational issues that were noted included timing and budget constraints along with the need for longer-term engagement and processes, overstretched PMU capacity, procurement delays slowed down due to lack of procurement officer and the pace at which the policy work could be implemented, Covid restrictions affecting the recruitment of international consultants and limited availability of qualified national consultants and RFP responses, and delays in financial expenditures and reporting. Also, the need for the PMU to provide greater technical guidance on outcomes rather than depending on country UNDP focal points. Operational constraints were also noted within the national gender machinery, where capacity is limited while the expected work to be executed has an ever-growing list of priorities and increasing demands, which creates challenges to implement projects, puts added pressure on staff and increases staff burn-out, which is even more critical in emergency contexts. Other national level constraints include the need to modify and reconfigure NMDMs to include key stakeholders responsible for national implementation.

(5) Strategy. Are any adjustments or refinements to the project strategy needed for the remaining two years of the project?

Summary of Question 5 responses:

Suggestions for project strategy adjustments included a) better knowledge repository and management to share similar information from one project and consultant to the next in order to reduce stakeholder fatigue, b) open dialogue with government counterparts to agree on a time and pace for the review of

documents, c) increased frequency of virtual meetings needed to counteract the reduced face-to-face interactions, d) more direct face-to-face implementation for certain activities where required such as the capacity audits, e) revisions to project timelines given the impact of Covid, and f) a more proactive implementation strategy with high level coordination focussing on creating change and delivering on outcomes and impacts, separate and apart from the project management functions. This also includes consideration of the capacity constraints in key government ministries, particularly Gender Affairs, and the need to shift the traditional project governance structure into a system of portfolio management which is better integrated into national work programmes and priorities so that it is managed alongside other similar projects, thus creating opportunities for synergies and execution utilizing joint workplans.

ANNEX 6: Interview Guide for Evaluation Consultants
Mid Term Evaluation of Enabling Gender-Responsive Disaster Recovery,
Climate and Environment Resilience in the Caribbean (EnGenDER)

This is an informal set of suggested questions for the Consultants to engage with stakeholders. It is Not a questionnaire for distribution. The “lines of enquiry” for 30 min. interviews include:

- Project design
- Project results
- Partnerships and management
- Exit strategy and sustainability

Interviews with project staff, partners and key stakeholders:

1. Are you satisfied with the design of the project? Is there anything that could have been improved, or that should now be re-considered?
2. Does the project have the right balance of working at regional, national and local levels? Should there be more or less focus on direct national and local capacity building?
3. What stands out, if anything, as a distinct, positive contribution to resilience at the regional, national or local level?
4. Has the project encountered any implementation issues that affected progress? Please explain.
5. The project operates through many partnerships with regional and national institutions. How effective and efficient have the working relationships been? Does anything need to change?
6. Does the Gender-responsive Resilience Analysis provide adequate information for sector and geographic targeting of disaster management/climate change response measures? (How will agencies use it in disaster management systems? Any examples?)
7. What can the project do to facilitate or encourage follow-up implementation of the many recommendations and action plans produced by the project?
8. How thorough has national and local level stakeholder engagement and input been? Have diverse groups been represented and their perspectives included in planning and decision-making for the program and specific projects? Are there any gaps in engagement?

9. What are the remaining capacity gaps or priorities for gender-responsive and inclusive resilience? (Are there implications for the forthcoming workplans?)
10. Do you have any suggestions on the exit strategy for the final stages of the project that could enhance sustainability?
11. Other relevant questions as needed, time permitting. E.g., Have there been any administrative challenges in procurement or payments? Should regional and national DRM or climate strategies be updated to include health and pandemic aspects, including gender-responsive and inclusiveness measures?

Interviews with project beneficiaries

1. What benefits have been provided to you or your organisation by the project?
2. Are there any new partnerships arising from the project?
3. Has the project strengthened disaster and climate resilience or recovery processes? How? What further needs to be done to improve resilience?
4. The project has produced many reports with recommendations and action plans. Have any reports involved you or your organisation? How were you involved? What are your impressions of the results?
5. What can the project do to facilitate or encourage follow-up implementation of the recommendations and action plans produced by the project?
6. From your perspective, has the project advanced gender equality (or gender mainstreaming)? In what way? What gaps or limitations remain?
7. In your case, has the project improved resilience for disadvantaged groups (e.g., disabled, single-headed households, aged, etc.)? In what way? What gaps or limitations remain?
8. Can the project benefits be sustained after the project? What is needed to ensure sustainability?
9. Have you encountered any implementation difficulties in your involvement with the project? Does anything need to be changed in the project design or implementation?
10. Other relevant questions as needed. E.g., what improvements in capacity building for climate financing are needed?

ANNEX 7a: Annual Budgets and Expenditures by Output of the EnGenDER Project ('000 USD) (% expended)

Outputs	UNDP			UN Women			CDEMA			WFP			TOTAL
	2019 Budget/ Expend (%)	2020 Budget/ Expend (%)	2021 Budget/ Expend (%)										
Output 1111 GE policy mainstream for NAP/NAMA	143,720/ 8,775 (6.1%)	249,859/ 82,047 (32.8%)	295,240/ 447,866 (151.7%)	54,000/ 4,813 (8.9%)	33,480/ 16,639 (49.7%)	78,975/ 56,370 (71.4%)							855,275/ 616,505 (72.1%)
Output 1112 NAP and NAMA interventions in target sectors		60,030/ 26,221 (43.7%)	320,166/ 197,116 (61.6%)	6,750/ 899 (13.3%)									386,946/ 224,236 (57.9%)
Output 1121 gender machinery analysis of climate risks/costs	320/-			127,600/ 12,880 (10.1%)	191,791/ 62,736 (32.7%)	192,298/1 69,146 (87.9%)		21,600/-					512,009/ 244,762 (47.8%)
Output 1122 TA to CDEMA to enhance GRR recovery solutions	133,344/-	1,945/-	10,000/ 15,021 (150.2%)						79,519/ 12,725 (16.0%)				246,409/ 27,746 (11.3%)
Output 1123 Training and systems development for GRR to national agencies	194,303/-	29,215/ 4,962 (17.0%)	21,600/ 7,714 (35.7%)	10,000/ 891 (8.9%)	21,600/ 12,068 (55.9%)	54,000/ 68,256 (126.4%)		262,980/ 3,780 (1.4%)	70,897/ 41,536 (58.6%)	125,000/ 125,000 (100%)	65,418/ 157,013 (94.9%)	162,000/ 162,000 (100%)	1,117,013/ 583,219 (52.2%)
Output 1124 Support to CARICOM to operationalise rapid deployment of expertise	122,589/-	1,997/-						143,283/ 33,589 (23.4%)	153,835/ 92,347 (60.0%)				421,705/ 125,937 (29.9%)
Output 1125 Support to		540,000/ 510,363	0/33,682		268,920/ 44,698	0/1,200							808,920/ 589,942

COVID-19 response		(94.5%)			(16.6%)								(72.9%)
Output 1211: TA for gender responsive behavioural analysis of C C & DRR bodies	56,568/-	43,284/-	82,620/ 34,152 (41.3%)	30,900/ 9,319 (30.2%)	114,929/ 13,579 (11.8%)	112,212/ 41,329 (36.8%)							440,514/ 98,378 (22.3%)
Output 1212: TA for behavioural change strategies to CC and DRR bodies	37,310/	0/6	18,659/ 0			70,200/ 20,844 (29.7%)							126,168/ 20,850 (16.5%)
Project Management costs (PMU)	306,637/ 96,817 (31.6%)	695,962/ 621,053 (89.2%)	796,827/ 561,270 (70.4%)		0/10								1,799,427/ 1,279,151 (71.1%)
TOTALS	994,791/ 105,592 (10.6%)	2,866,939/ 1,244,646 (43.4%)	1,545,113/ 1,296,821 (83.9%)	229,250/ 28,808 (12.6%)	630,720/ 149,729 (23.7%)	507,686/ 357,143 (70.4%)		427,863/ 37,369 (8.9%)	304,252/ 146,608 (48.2%)	125,000/ 125,000 (100%)	165,418/ 157,012 (94.9%)	162,000/ 162,000 (100%)	6,714,385/ 3,810,731 (56.8%)

ANNEX 7b: UNDP Country Office Annual Budgets and Expenditures, EnGenDER Project ('000 USD) (% expended)

UNDP Country Office	2019 Budget/Exp end (%)	2020 Budget/Exp end (%)	2021 Budget/ Expend (%)	Total Budget/Exp end (%)
UNDP PMU (ANB, DOM, GRN, STL, SVG), including CDEMA, UNW, WFP	1,349,041/ 259,401 (19.2%)	4,090,939/ 1,588,757 (38.8%)	2,519,051/ 1,962,573 (77.9%)	6,714,385/ 3,810,730 (56.8%)
Belize	71,889/ 33,460 (46.5%)	303,999/ 316,838 (104.2%)	561,443/ 444,500 (79.2%)	937,331/ 794,798 (84.8%)

Guyana	0/0	0/0	0/0	0/0
Jamaica	0/0	179,750/ 144,728 (80.5%)	88,713/ 53,430 (60.2%)	268,463/ 198,158 (73.8%)
Suriname	40,087/ 1,086 (2.7%)	233,054/ 176,610 (75.8%)	356,169/81 ,653 (22.9%)	629,310/ 259,348 (41.2%)
TOTALS	1,461,017/ 293,947 (20.1%)	4,807,742/ 2,226,933 (46.3%)	3,525,376/ 2,542,156 (72.1%)	8,549,489/ 5,063,034 (59.2%)

September 1, 2019-August 31, 2021

ANNEX 8: Multilateral and Bilateral Climate Change and Disaster Management related projects in the EnGenDER Project countries

Funding sources:	Global Environment Facility (5-7)	Adaptation Fund	Green Climate Fund	UNFCCC enabling activities	Financial Institutions	Other project partners
Regional programmes	National Communications Programme for Climate Change ACP MEAs3 Programme (EU/UNEP/FAO) in Africa, Caribbean & Pacific countries				IADB - Investment Plan for the Caribbean Regional Pilot Program for Climate Resilience (PPCR) by The World Bank (10.4 M) and investments in resilience of critical infrastructure in 10 Caribbean countries WBG - Caribbean Climate Innovation Center (CCIC) support for entrepreneurs in developing locally-appropriate solutions to climate change mitigation and adaptation	UNDP Climate Promise Programme Canada Caribbean DRM Program CARICOM/Community Climate Change Centre, Implementation Plan for the 'Regional Framework for Achieving Development Resilient to Climate Change' Community Resilience Building, Caribbean Region Program
Antigua & Barbuda	Protecting and Restoring the Ocean's natural Capital (PROCARIBE+) CSIDS-SOILCARE – soil management initiative for integrated landscape restoration and climate-resilient food systems FAO Climate Change Adaptation in Eastern Caribbean Fisheries Sector (CC4FISH) (43M) Sustainable Pathways - Protected Areas and Renewable Energy (10M) Antigua and Barbuda Sustainable Low-Emission Island Mobility Project	An integrated approach to physical adaptation and community resilience in Antigua and Barbuda's northwest McKinnon's watershed (9.97M)	Resilience to hurricanes in the building sector in Antigua and Barbuda (46M)	GEF Umbrella Programme for Preparation of Biennial Transparency Reports (BTRs) and National Communications (NCs) to the UN Framework Convention on Climate Change (UNFCCC)		EU funded projects (UNDP CDEMA, (IFRC), Early Warning Systems Project and Strengthen capacity at a regional, national and community level in the Caribbean Caribbean Disaster Management Project (CADM) Phase I addressing flood risks

	(12.96M) Capacity Building for Improved Transparency on Climate Actions through and Environment Registry (1.2M) Global – Technology Needs Assessment Phase III					
Belize	Protecting and Restoring the Ocean’s natural Caput (PROCARIBE+) CSIDS-SOILCARE – soil management initiative fo integrated landscape restoration and climate-resilient food systems	Belize Marine Conservation and Climate Adaptation Initiative (6M)		GEF Fourth National Communication and First Biennial Update Report to UNFCCC (1M)		JICA-funded Caribbean Disaster Management Project (CADM2) 2009-12 and Climate Change Partnership Project (J-CCCP) 2015-2019
Dominica	Climate Change Adaptation in Eastern Caribbean Fisheries Sector (CC4FISH) (43M)				Disaster Vulnerability Reduction Project, Pilot Program for Climate Resilience WB (21M) DPSP II: Geothermal Risk Mitigation, WB Clean Technology Fund (9.95M)	EU funded projects (UNDP CDEMA, (IFRC),Early Warning Systems Project and Strengthen capacity at a regional, national and community level in the Caribbean ACP-EU Nat Dis Risk Reduction Programme JICA-funded Caribbean Disaster Management Project (CADM2) 2009-12 and Climate Change Partnership Project (J-CCCP) 2015-2019
Grenada	CSIDS-SOILCARE – soil management initiative for integrated landscape restoration and climate-resilient food systems Climate Change				Disaster Vulnerability & Climate Risk Reduction, Pilot Program for Climate Resilience WB (25M)	JICA-funded Caribbean Disaster Management Project (CADM2) 2009-12 and Climate Change Partnership Project (J-CCCP) 2015-2019

	Adaptation in Eastern Caribbean Fisheries Sector (CC4FISH) (43M)					ACP-EU Nat Dis Risk Reduction Programme
Guyana	CSIDS-SOILCARE – soil management initiative for integrated landscape restoration and climate-resilient food systems Protecting and Restoring the Ocean’s natural Capital (PROCARIBE+)					JICA-funded Caribbean Disaster Management Project (CADM2) 2009-12 and Climate Change Partnership Project (J-CCCP) 2015-2019
Jamaica	CSIDS-SOILCARE – soil management initiative for integrated landscape restoration and climate-resilient food systems Protecting and Restoring the Ocean’s natural Capital (PROCARIBE+) Supporting Sustainable Transportation through the Shift to Electric Mobility in Jamaica (13M) Building Climate Resilience of Urban Systems through Ecosystem-based Adaptation (EbA) in Latin America and Caribbean	Enhancing the Resilience of the Agricultural Sector and Coastal Areas to Protect Livelihoods and Improve Food Security (9.965M)		GEF – Learning by doing preparation of the Fourth National Communication and Second Biennial Update Report to the UNFCCC (1.1M) GEF - Strengthening Jamaica’s Capacity to Meet Transparency Requirements under the Paris Agreement (1.5M)	WB – Adaptation Program and Financing Mechanism for the Pilot Program for Climate Resilience (17.9M) WB - Promoting Community-based Climate Resilience in the Fisheries Sector of Jamaica (4.88M)	Japan-Caribbean Climate Change Partnership Project (J-CCCP) 2015-2019
St Lucia	CSIDS-SOILCARE – soil management initiative for integrated landscape restoration and climate-resilient food systems Climate Change Adaptation in Eastern Caribbean Fisheries Sector (CC4FISH) (43M) Protecting and Restoring t	Building resilience for adaptation to climate change and climate vulnerabilities in agriculture in Saint Lucia (9.86M)			Disaster Vulnerability Reduction Project, Pilot Program for Climate Resilience WB (27M) Supporting Climate Resilient Investments in the Agricultural Sector WB (PPCR .24M)	EU funded projects (UNDP CDEMA, (IFRC), Early Warning Systems Project and Strengthen capacity at a regional, national and community level in the Caribbean ACP-EU Nat Dis Risk Reduction Programme

	<p>Ocean's natural Capital (PROCARIBE+)</p> <p>Ivanola – Natural Resource Management of the NE Coast (7.3M)</p> <p>Support the Shift to Electric Mobility in St Lucia (5M)</p>					<p>JICA-funded Caribbean Disaster Management Project (CADM2) 2009-12 and Climate Change Partnership Project (J-CCCP) 2015-2019</p>
St Vincent & Grenadines	<p>Climate Change Adaptation in Eastern Caribbean Fisheries Sector (CC4FISH) (43M)</p>				<p>Disaster Vulnerability & Climate Risk Reduction, Pilot Program for Climate Resilience WB (15M)</p>	<p>EU funded projects (UNDP CDEMA, (IFRC), Early Warning Systems Project and Strengthen capacity at a regional, national and community level in the Caribbean</p> <p>ACP-EU Nat Dis Risk Reduction Programme</p> <p>Japan-Caribbean Climate Change Partnership Project (J-CCCP) 2015-2019</p>
Suriname	<p>Strengthening management of protected and productive landscapes in the Surinamese Amazon (30M)</p>		<p>Amazon Bioeconomy Fund in six Amazon countries</p>			<p>Japan-Caribbean Climate Change Partnership Project (J-CCCP) 2015-2019</p>

Annex 9 Risk and Environmental and Social Assessment

The SES checklist (Annex 3 of the ProDoc) is provided below. No significant need for updates or revisions was identified during the MTR. Small-scale local livelihood projects have been initiated by the project as local grants but no information was available on these specific activities at the time of the MTR. Nevertheless, the project team could apply the SES checklist to the various small scale grant projects, which could be done as part of the updated M&E plan (eg., compile info on the local project grants and apply the checklist. For example, discharge of nutrient rich wastewater from the hydroponic project might be an example of a concern.)

Checklist Potential Social and Environmental Risks	
Principles 1: Human Rights	Answer (Yes/No)
1. Could the Project lead to adverse impacts on enjoyment of the human rights (civil, political, economic, social or cultural) of the affected population and particularly of marginalised groups?	N
2. Is there a likelihood that the Project would have inequitable or discriminatory adverse impacts on affected populations, particularly people living in poverty or marginalised or excluded individuals or groups? ²	N
3. Could the Project potentially restrict availability, quality of and access to resources or basic services, in particular to marginalised individuals or groups?	N
4. Is there a likelihood that the Project would exclude any potentially affected stakeholders, in particular marginalised groups, from fully participating in decisions that may affect them?	N
5. Is there a risk that duty-bearers do not have the capacity to meet their obligations in the Project?	N
6. Is there a risk that rights-holders do not have the capacity to claim their rights?	N
7. Have local communities or individuals, given the opportunity, raised human rights concerns regarding the Project during the stakeholder engagement process?	N
8. Is there a risk that the Project would exacerbate conflicts among and/or the risk of violence to project-affected communities and individuals?	N

Principle 2: Gender Equality and Women's Empowerment	
1. Is there a likelihood that the proposed Project would have adverse impacts on gender equality and/or the situation of women and girls?	N
2. Would the Project potentially reproduce discriminations against women based on gender, especially regarding participation in design and implementation or access to opportunities and benefits?	N
3. Have women's groups/leaders raised gender equality concerns regarding the Project during the stakeholder engagement process and has this been included in the overall Project proposal and in the risk assessment?	Y
4. Would the Project potentially limit women's ability to use, develop and protect natural resources, taking into account different roles and positions of women and men in accessing environmental goods and services? <i>For example, activities that could lead to natural resources degradation or depletion in communities who depend on these resources for their livelihoods and well being</i>	N
Principle 3: Environmental Sustainability: Screening questions regarding environmental risks are encompassed by the specific Standard-related questions below	
Standard 1: Biodiversity Conservation and Sustainable Natural Resource Management	
1.1 Would the Project potentially cause adverse impacts to habitats (e.g. modified, natural, and critical habitats) and/or ecosystems and ecosystem services? <i>For example, through habitat loss, conversion or degradation, fragmentation, hydrological changes</i>	N
1.2 Are any Project activities proposed within or adjacent to critical habitats and/or environmentally sensitive areas, including legally protected areas (e.g. nature reserve, national park), areas proposed for protection, or recognized as such by authoritative sources and/or indigenous peoples or local communities?	N

1.3 Does the Project involve changes to the use of lands and resources that may have adverse impacts on habitats, ecosystems, and/or livelihoods? (Note: if restrictions and/or limitations of access to lands would apply, refer to Standard 5)	N
1.4 Would Project activities pose risks to endangered species?	N
1.5 Would the Project pose a risk of introducing invasive alien species?	N
1.6 Does the Project involve harvesting of natural forests, plantation development, or reforestation?	
1.7 Does the Project involve the production and/or harvesting of fish populations or other aquatic species?	
1.8 Does the Project involve significant extraction, diversion or containment of surface or ground water? <i>For example, construction of dams, reservoirs, river basin developments, groundwater extraction</i>	N
1.9 Does the Project involve utilisation of genetic resources? (e.g. collection and/or harvesting, commercial development)	N
1.10 Would the Project generate potential adverse transboundary or global environmental concerns?	N
1.11 Would the Project result in secondary or consequential development activities which could lead to adverse social and environmental effects, or would it generate cumulative impacts with other known existing or planned activities in the area? <i>For example, a new road through forested lands will generate direct environmental and social impacts (e.g. felling of trees, earthworks, potential relocation of inhabitants). The new road may also facilitate encroachment on lands by illegal settlers or generate unplanned commercial development along the route, potentially in sensitive areas. These are indirect, secondary, or induced impacts that need to be considered. Also, if similar developments in the same forested area are planned, then cumulative impacts of multiple activities (even if not part of the same Project) need to be considered.</i>	N

Standard 2: Climate Change Mitigation and Adaptation	
2.1 Will the proposed Project result in significant ² greenhouse gas emissions or may exacerbate climate change?	N
2.2 Would the potential outcomes of the Project be sensitive or vulnerable to potential impacts of climate change?	N
2.3 Is the proposed Project likely to directly or indirectly increase social and environmental vulnerability to climate change now or in the future (also known as maladaptive practices)? <i>For example, changes to land use planning may encourage further development of floodplains, potentially increasing the population's vulnerability to climate change, specifically flooding</i>	N
Standard 3: Community Health, Safety and Working Conditions	
3.1 Would elements of Project construction, operation, or decommissioning pose potential safety risks to local communities?	N
3.2 Would the Project pose potential risks to community health and safety due to the transport, storage, and use and/or disposal of hazardous or dangerous materials (e.g. explosives, fuel and other chemicals during construction and operation)?	N
3.3 Does the Project involve large-scale infrastructure development (e.g. dams, roads, buildings)?	N
3.4 Would failure of structural elements of the Project pose risks to communities? (e.g. collapse of buildings or infrastructure)	N
3.5 Would the proposed Project be susceptible to or lead to increased vulnerability to earthquakes, subsidence, landslides, erosion, flooding or extreme climatic conditions?	N
3.6 Would the Project result in potential increased health risks (e.g. from water-borne or other vector-borne diseases or communicable infections such as HIV/AIDS)?	N

3.7 Does the Project pose potential risks and vulnerabilities related to occupational health and safety due to physical, chemical, biological, and radiological hazards during Project construction, operation, or decommissioning?	N
3.8 Does the Project involve support for employment or livelihoods that may fail to comply with national and international labour standards (i.e. principles and standards of ILO fundamental conventions)?	N

Annex 10 Code of conduct signed by evaluators

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: Vancouver, Canada on 5 April 2022



Signature: _____

Mid-Term Review (MTR) Report for (Enabling gender-responsive disaster recovery, climate, and environmental resilience in the Caribbean region (EnGenDER): Project number: 00102522)

Reviewed and Cleared By:

Commissioning Unit (Evaluation Reference Group)

Name: Jason LaCorbiniere

Signature:

Date: August 2, 2022