Maria Onestini SEPTEMBER 2023 |

PROJECT INFORMATION TABLE

Project Title	TERMINAL EVALUATION OF THE PROJECT: CARIBBEAN RECOVERY AND RESILIENCE FACILITY –CREAD
Output No.	111433 ONLY
Beneficiary Country	Dominica
Region	Caribbean
Date Concept Note Signed	20 March 2019
Project Start Date	1 June 2019
Project End Date (Planned)	31 March 2023
Project Budget	Up to 800 000 Pounds
Project Expenditure and commitments (tentative) of March 2023	441,156 Pounds
Donor	UK's FCDO
Implementing Partner	UNDP

EVALUATION INFORMATION TABLE

Evaluation information		
Evaluation type	Project	
	Terminal Evaluation	
Period under evaluation	Start	End
	March 2019	March 2023
Evaluator	Maria Onestini	
Evaluator email addresses	Onestinimaria59@gmail.com	rponesti@criba.edu.ar
Evaluation dates	Start	Completion
	July 2023	September 2023

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LIST OF ACRONYMS AND ABBREVIATIONS

BBB	Building Back Better
CariPro	Caribbean Recovery and Resilience Programme
CREAD	Climate Resilience Execution Agency for Dominica
DFID	Department for International Development
FCDO	Foreign, Commonwealth and Development Office - UK
FTAF	Flexi Technical Assistance Fund
GoCD	Government of the Commonwealth of Dominica
KM	Knowledge Management
M&E	Monitoring and Evaluation
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group

EXECUTIVE SUMMARY

- 1 The passage of two category five hurricanes (Irma and Maria) in the Caribbean region highlighted critical weaknesses in climate change readiness in the affected countries, and – furthermore-- compounded existing structural socio-economic inequalities. Major damages were experienced in countries' housing sectors. For instance, between 85 percent and 95 percent of the housing stock in Dominica and Barbuda sustained damages by these events. In the British Virgin Islands houses throughout the Territory suffered wind damage to roofs and walls, water damage because of rain intrusion or due to the impact of flying debris. Livelihoods were also significantly impacted, particularly in the agricultural, tourism and small business sectors. These sectors account for substantial levels of employment and economic flows for the nations in the Caribbean region as a whole and for many of their most vulnerable groups.
- 2 Beyond the immediate impact in the affected islands, the 2017 hurricane season highlighted existing gaps in the overall disaster preparedness/risk reduction arenas as well as in the resilience levels of the Caribbean region. With the increasing frequency and intensity of hurricanes due to climate change, it becomes even more compelling to adopt long term approaches and invest in strengthening resilience to these events.
- 3 To programmatically deal with these issues, UNDP developed a project named Caribbean Recovery and Resilience Programme (CariPro). CariPro was to be implemented by the UNDP Multi-Country Office in Barbados to work in the Irma and Maria hurricanes recovery process in Dominica, Antigua and Barbuda as well as in the British Virgin Islands. The project aimed to create the conditions to consolidate early recovery efforts, building back better (BBB), and to facilitate investments in resilience in the affected islands.
- As stated in the diverse planning documents for CariPro, early recovery interventions have proved to be critical as they serve as an entry point for long-term engagement to address fundamental drivers of vulnerabilities. The Programme was designed to address recovery strategies. Specifically for Dominica, the issues that were undertaken by this Programme were vital in the context of Hurricane Maria's aftermath. Hurricane Maria made landfall on the southwest coast of Dominica on September 18 2017 as a Category 5 hurricane, with 220 mph wind speed and higher gusts. Around 80 percent of the population (65,000 people) were directly affected and more than 90 percent of its infrastructure was affected, including roofs damaged or destroyed while power and water supplies were disrupted, and entire crops destroyed. It is estimated that in one night the country lost 226 percent of its GDP, while the final death toll of 65 lives lost were the highest loss since the 19th century due to a hurricane.
- 5 It is within this context that the Climate Resilience Execution Agency for Dominica (CREAD) was created to lead and coordinate strategic initiatives across all government sectors with the aim of leading Dominica towards climate resiliency. Therefore, Dominica --with the creation of CREAD-- expressed its goal to become the world's first climate resilience nation.

- 6 UK's FCDO funded the support for the Climate Resilience Execution Agency of Dominica (CREAD) Programme. The general aim was to provide financial support for the operationalisation of the Climate Resilience Execution Agency of Dominica (CREAD) to implement Dominica's Climate Resilience and Recovery Plan (DCRRP). This process was channelled through UNDP. By CREAD becoming operational it was expected that leverage for the Government of the Commonwealth of Dominica would be provided to complete key recovery and reconstruction projects, build capacity, and transform systems in the civil service so that Dominica is able to build back better post Hurricane Maria and quickly recover from future disasters.
- 7 This terminal evaluation correlates to activities under the Climate Resilient Execution Agency of Dominica (CREAD) programme funded by UK's Foreign, Commonwealth and Development Office (FCDO) and directly implemented by UNDP. In this regard, UNDPs role in this intervention was associated to processes of third-party monitoring of FCDO investments in Dominica with the aim to mitigate the delivery risks for implementation of CREAD and FCDO's wider investments in Dominica.

FIGURE 1: RECOMMENDATIONS SUMMARY TABLE

8 These are summarized recommendations. Full recommendations are found further along this report.

Recommendations for future programming/Responsible party UNDP

Rec #	TE Recommendation
1	Project design in recovery and even in resiliency processes is unique and distinct in its development, different from many other types of project planning, yet it could and should contain some general applicable concepts. Albeit with full consideration of the need to design quickly design, there should be fast-tracked consultations.
2	Design should include effect and results indicators to the extent possible in a recovery/resiliency context. Also, design should include sustainability as a cross – cutting theme.
3	Monitoring processes, templates, information requirements, and templates to be used in an intervention should be established before an intervention's start up.
4	Include gender mainstreaming as a cross-cutting matter, imbedded and entrenched in all relevant activities, products, processes of an intervention, imbedding notion that participation of females in project activities is not gender mainstreaming.
5	Design, inception and delivery should all pay special attention to vulnerabilities and vulnerable conditions of population in recovery as well as in resiliency.
6	Financial flow should be streamlined for all parties and (to the extent possible, and considering donor and agency requisites) there should be a degree of flexibility in financing and financial flows.
7	When monitoring and/or delivering a project dealing with institutional capacity building it should be acknowledged and act accordingly to the fact that this sort of result goes beyond a project cycle and that the uptake, use and execution of products and related mechanisms is a long-term process.
8	Knowledge management products and capacity building activities should be user friendly. They should acknowledge and try to surpass digital gaps (when working with remote communities, persons exposed to vulnerable situations, or vulnerable groups).

Recommendations for Output follow-up /Responsible parties UNDP and Government of the Commonwealth of Dominica

Rec #	TE Recommendation
9	For the FTAF grants, work with the communities and groups that have shown results to generate further outcomes, replication and upscaling in the processes proven to be best for these grants as well as help the communities and groups to generate and consolidate future results based on these grants' lessons learned.
10	Drive and induce the completion of processes and outcomes that have not been delivered or partially delivered thus far whenever possible before final closure of the CREAD-related products.
11	Generate the conditions and implement plans to strengthen and secure the sustainability of achievements, institutionalizing and/or strengthening mechanisms that deal with all dimensions of sustainability (financial, political, governance, etc.) with horizontal collaboration/engagement/dialogue between and among all relevant governmental institutions (line ministries, agencies, etc.).

CRITERIA RATINGS

9 The different evaluation criteria (relevance, efficiency, effectiveness, and sustainability) have been rated using the rating scales below.

Ratings for Criteria: Relevance, Efficiency, and Effectiveness,	Sustainability Ratings
6= High satisfactory (HS) exceeds expectations and/or no shortcomings	4= Likely (L): negligible risks to sustainability
5= Satisfactory (S): Meets expectations and/or minor shortcomings	3= Moderately likely (ML): Moderate risks to sustainability
4= Moderately Satisfactory (MS): more or less meets expectations and/or significant shortcomings	2= Moderately Unlikely (MU): significant risks to sustainability
3= Moderately Unsatisfactory (MU): somewhat below expectations and/or significant shortcomings	1= Unlikely (U): Severe risks to sustainability
2= Unsatisfactory (U): substantially below expectations and/or major shortcomings	Unable to assess: unable to assess the expected incidence and magnitude of risks to sustainability
1= Highly Unsatisfactory (HU): severe shortcomings	
Unable to assess (U/A): available information does not allow an assessment	

FIGURE 2: CRITERIA RATING SCALES

10 Following is a figure with the ratings for each of the evaluation criteria. In the body of the report there is a narrative with indicatory analysis on which these criteria rankings are based upon.

FIGURE 3: CRITERIA RATINGS

CRITERION	RATING
Relevance	HS
Effectiveness	S
Efficiency	S
Sustainability	ML

INTRODUCTION: CONTEXT AND DESCRIPTION OF THE INTERVENTION

- 11 The passage of two category five hurricanes (Irma and Maria) in the Caribbean region highlighted critical weaknesses in climate change readiness in the affected countries, and – furthermore-- compounded existing structural socio-economic inequalities. Major damages were experienced in countries' housing sectors. For instance, between 85 percent and 95 percent of the housing stock in Dominica and Barbuda sustained damages by these events. In the British Virgin Islands houses throughout the Territory suffered wind damage to roofs and walls, water damage because of rain intrusion or due to the impact of flying debris. Livelihoods were also significantly impacted, particularly in the agricultural, tourism and small business sectors. These sectors account for substantial levels of employment and economic flows for the nations in the Caribbean region as a whole and for many of their most vulnerable groups. As a result of these weather events there was increased unemployment in their immediate aftermath resulting out of hurricane damage to productive sectors of economy, creating risks of increased poverty and social inequality. Immediate response and earlyrecovery activities in these and other productive sectors required substantial coordination and capacity, much of which was lacking in the affected countries.
- 12 Beyond the immediate impact in the affected islands, the 2017 hurricane season highlighted existing gaps in the overall disaster preparedness/risk reduction arenas as well as in the resilience levels of the Caribbean region. With the increasing frequency and intensity of hurricanes due to climate change, it becomes even more compelling to adopt long term approaches and invest in strengthening resilience to these events.
- 13 To programmatically deal with these issues, UNDP developed a project named *Caribbean Recovery and Resilience Programme (CariPro)*. CariPro was to be implemented by the UNDP Multi-Country Office in Barbados to work in the Irma and Maria hurricanes recovery process in Dominica, Antigua and Barbuda as well as in the British Virgin Islands. The project aimed to create the conditions to consolidate early recovery efforts, building back better (BBB), and to facilitate investments in resilience in the affected islands.
- 14 As stated in the diverse planning documents for CariPro, early recovery interventions have proved to be critical as they serve as an entry point for long-term engagement to address fundamental drivers of vulnerabilities. The Programme was designed to address recovery strategies through five outputs:
 - Output 1: Gender responsive recovery strategies developed and implemented at regional, national, and local levels
 - Output 2: National efforts on housing repairs upscaled, and critical community infrastructure reconstructed and rehabilitated
 - Output 3: Livelihoods and income generating activities supported and local economies stimulated

- 4 Output 4: Multi-hazard risk reduction measures implemented
- Output 5: Regional partnerships supported and knowledge promotion enabled.
- 15 While activities for output 1 were ongoing (until 31 March 2023) due to the CREAD activities, the actions under the other outputs were operationally closed since 2021. The results for the remaining outputs are as follows:
 - Output 2: National efforts on housing repairs upscaled, and critical community infrastructure reconstructed and rehabilitated:
 - ✓ Six hundred and ninety-one houses repaired or reconstructed using the BBB principles
 - 4 Output 4: Multi-hazard risk reduction measures implemented
 - ✓ Eight strategic investments in risk reduction measures, climate change adaptation and disaster risk reduction (DRR) developed within the beneficiary countries
 - Output 5: Regional partnerships supported and knowledge promotion enabled.
 - ✓ Three high level engagements with regional institutions on building back better and resilience convened.
- Specifically for Dominica, the issues that were undertaken by this Programme were vital in the context of Hurricane Maria's aftermath. Hurricane Maria made landfall on the southwest coast of Dominica on September 18 2017 as a Category 5 hurricane, with 220 mph wind speed and higher gusts. The hurricane force resulted in intense storm surges, torrential downpours, overflowing raging rivers, and unprecedented high winds across the island which left 65 people dead. Around 80 percent of the population (65,000 people) were directly affected and more than 90 percent of its infrastructure was affected, including roofs damaged or destroyed while power and water supplies were disrupted, and entire crops destroyed. It is estimated that in one night the country lost 226 percent of its GDP, while the final death toll of 65 lives lost were the highest loss since the 19th century due to a hurricane.
- 17 It is within this context that the Climate Resilience Execution Agency for Dominica (CREAD) was created to lead and coordinate strategic initiatives across all government sectors with the aim of leading Dominica towards climate resiliency. Therefore, Dominica --with the creation of CREAD-- expressed its goal to become the world's first climate resilience nation.

- 18 The overall project was designed to promote the application of best practices and lessons learnt from other post disaster contexts for the elaboration of gender responsive and people centred recovery strategies. This, together with the provision of support to ensure adequate national and local planning and implementing capacities, is crucial to identifying and addressing vulnerability root causes. This is both in terms of physical infrastructure and socioeconomic vulnerability, including addressing social protection deficiencies and how these can be addressed to support short- and long-term recovery efforts.
- 19 Through Output 1 "Gender Responsive Recovery Strategies Developed and Implemented at regional, national and local levels" assistance was provided to Dominica, Barbuda, and British Virgin Islands governments with technical, policy and implementation support to facilitate gender responsive post-hurricane recovery.
- 20 A primary emphasis was placed on strengthening national expertise, policy and planning and boosting institutional implementing capacity, including for the inclusion of women and vulnerable groups in national decision making and implementation processes. UNDP sought to support national partners during the transition from early recovery to long term recovery and sustainable development with high emphasis on gender responsive planning for building back better (BBB). Interventions were aimed to be, therefore, gender responsive and to contribute to the safe restoration of affected communities. Output 1 of the CariPro project relates specifically to the UK FCDO project and is the focus of this evaluation.
- 21 UK's FCDO funded the support for the Climate Resilience Execution Agency of Dominica (CREAD) Programme. The general aim was to provide financial support for the operationalisation of the Climate Resilience Execution Agency of Dominica (CREAD) to implement Dominica's Climate Resilience and Recovery Plan (DCRRP). This process was channelled through UNDP. By CREAD becoming operational it was expected that leverage for the Government of the Commonwealth of Dominica would be provided to complete key recovery and reconstruction projects, build capacity, and transform systems in the civil service so that Dominica is able to build back better post Hurricane Maria and quickly recover from future disasters. For CREAD the organisational and operational costs were also partly funded by the Government of Canada.
- 22 The type of evaluation carried out here is a terminal/final evaluation. This sort of evaluation is broadly defined within UNDP evaluation mandates of its projects, programmes, and interventions. See ANNEX 1: TERMS OF REFERENCE where further information is provided

as to the mandate of this evaluation is made explicit and where what this evaluation assesses is further defined.¹

The scope of this terminal evaluation, as indicated above, correlates to activities under the Climate Resilient Execution Agency of Dominica (CREAD) programme funded by UK's Foreign, Commonwealth and Development Office (FCDO)² and directly implemented by UNDP. That is, Output 1 with emphasis on funding provided by FCDO for CREAD – Component 3 of FCDO programme as seen in the diagram below. In this regard UNDPs role was associated to processes of third-party monitoring of FCDO investments in Dominica with the aim to mitigate the delivery risks for implementation of CREAD and FCDO's wider investments in Dominica.

¹ See also the section EVALUATION OBJECTIVES, SCOPE, APPROACH, METHODS, AND DATA ANALYSIS, further ahead on this report where general information on the type of evaluation mandated and carried out is explained.

² In some documents the donor is referred as Department for International Development (DFID), given that this was the name of the UK government's department responsible for administering foreign aid from 1997 to 2020.

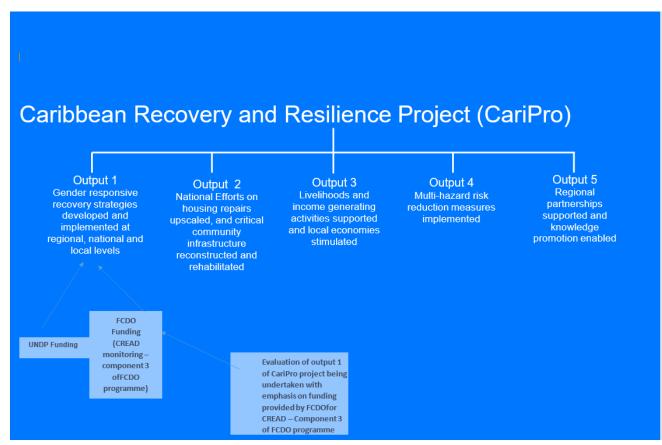


FIGURE 4: GRAPHIC REPRESENTATION OF INTERVENTION BEING EVALUATED

- 24 Three broad tasks were identified as part of this role. These were:
 - Task 1 Representation (on request) where necessary provide input on and report regarding related meetings for FCDO;
 - **4** Task 2 Support monitoring and reporting including:
 - i. the Annual Statement of Progress for the Fiduciary Risk Assessment;
 - ✓ ii. The annual report on Dominica's commitment to the FCDO Partnership Principles;
 - iii. Support development of a monitoring and evaluation strategy for CREAD within six months of project initiation, based upon the project log frame;
 - iv. Quarterly narrative and financial reports for FCDO documenting achievement against the deliverables outlined in the log frame;
 - v. regular updates on key policy and political issues in Dominica; and
 - Task 3 Capacity building in the GoCD utilizing the £250k flexi Technical Assistance fund based on Government of Dominica priorities and as agreed with FCDO.
- 25 UNDP, as the recovery lead agency within the UN system, has extensive expertise in these issues. For this, it focuses on certain aspects of recovery including livelihoods and gender, and within the "leave no one behind framework." For the latter, previous disasters have illustrated the disproportionate impact on women and girls and therefore all the activities in this intervention intended to address differential needs of women and men and address equal access to benefits, resources, status, and rights.
- 26 Moreover, UNDP has and has had several projects and a strong presence in Dominica. Some of the projects have specifically dealt with recovery and disaster risk management. The agency also strong crisis response expertise in the region, and has been instrumental for the country in recovery issues, including work after Hurricane Maria.

EVALUATION OBJECTIVES, SCOPE, APPROACH, METHODS, AND DATA ANALYSIS

27 The evaluation was conducted according to the guidance, rules and procedures established by UNDP and UNEG. The principal objective of this terminal evaluation (and through which the approach is based) was to conduct an independent and comprehensive assessment of the implementation of the activities of the Caribbean Recovery and Resilience Facility – CREAD (Output 111433) to weigh and to document key results, summarize lessons learned and make recommendations that can contribute to future programming, policymaking, and overall organizational learning.

- 28 The evaluation was carried out along several different areas of analysis, as presented in the Terms of Reference, and as backed by relevant guidance. Key criteria to determine if the project meets required standards were used, and –in turn—these criteria were assessed using key evaluation questions. Evaluation questions outline the information that the evaluation does generate. Questions were grouped as follows, as indicated in the terms of reference for this process:
 - (a) relevance;
 - (b) effectiveness;
 - (c) efficiency; and
 - (d) sustainability.
- 29 Cross-cutting issues to be incorporated in the analysis were human rights and gender equality, which were also assessed. For this evaluation, the different criteria are generally understood to be as follows:
- 30 *RELEVANCE*: The extent to which the intervention's objectives and design respond to global and national needs, policies, and priorities and those of beneficiaries and partner institutions, and continue to do so as circumstances change. The extent to which, also, the intervention is aligned with needs, and strategies of the country.
- 31 *EFFECTIVENESS*: The extent to which the intervention achieved, or is expected to achieve, its objectives and its results, including any differential results across groups.
- 32 *EFFICIENCY*: The extent to which the intervention delivers, or is likely to deliver, results in an economic, cost-effective and timely way.
- 33 *SUSTAINABILITY*: The extent to which the net benefits of the intervention continue or are likely to continue after the intervention and/or funding ends.
- 34 Cross-cutting issues were evaluated, considered, and analysed throughout the evaluation. Given that the specific criteria to be used for analysis includes gender equity and a rights approach, these underpin many of the findings in this assessment.
- 35 The evaluation scope is Output 111433 of the programme to the time of this assessment. The unit of analysis for this evaluation is the Output in and of itself, understood to be the set of components, outcomes, results, activities, and inputs that were detailed in planning documents and follow up programming documents. Including possible unexpected results. The evaluation also sought to identify key lessons learned and best practices.

36 UNDP requires a final evaluation for all the large projects it implements (large projects defined to be those between three and five million USD). Although the Output being evaluated here in and of itself in this process is not as sizeable as this, it is part of a larger umbrella project (as seen in the introduction before and as it will be further clarified in the relevant sections of this report). Moreover, the funder –FCDO—did request that UNDP carry out an external independent terminal evaluation of the Output being assessed.

EVALUATION METHODOLOGY AND DATA ANALYSIS

- 37 In the undertaking of this evaluation exercise, several data collection tools, informed by the principles of results-based evaluation, were used. The tools chosen for the evaluation provided a mixture of primary and secondary data as well as a combination of quantitative and qualitative material and methods of analysis, and were selected to provide a spectrum of information and to validate findings. These methods allowed for in-depth exploration and yielded information that facilitated understanding of observed changes in outcomes and results (both intended and unintended –the latter, for instance, such as unexpected effects--) and the factors that contributed either to the achievements or to the lack of accomplishments. The approach for the evaluation was participatory and consultative ensuring close engagement with key stakeholders and partners.
- 38 The evaluation process was implemented using gender-responsive methodologies and tools, and ensured that gender equality and women's empowerment --as well as other cross-cutting issues-- were incorporated as relevant into the analysis and in this report, including a human rights approach.
- 39 A first guiding tool developed was an evaluation matrix which is found in annexes (see ANNEX 2: EVALUATION MATRIX). This matrix guided the data collection process and, as the evaluation proceeded, the matrix was used to collect and display data obtained from different sources that relate to relevant evaluation criteria and questions.
- 40 Regarding specific methodologies to gather assessment information, the following tools and methods were used:
 - Document analysis. This type of analysis entailed examining documents formulated during the intervention's preparation phase as well those formulated during implementation. Review of activity and performance reports as well as of other available analyses and all other relevant sources of information was performed. See ANNEX 8: LIST OF CONSULTED DOCUMENTS AND INFORMATION SOURCES.
 - Key informant and stakeholders' interviews/engagement with stakeholders. Interviews were conducted through a series of open and semi-open questions raised to stakeholders directly and indirectly involved with the Project. The online interviews were based on protocols with guidance questions based on the evaluation questions presented in the matrix. Furthermore, there was

engagement with several stakeholders through presentations and dialogues as well as in commenting processes. See ANNEX 3: LIST OF STAKEHOLDERS EVALUATION ENGAGED WITH.

- 41 Ethical considerations were fully applied, abiding by UNEG's 'Ethical Guidelines for Evaluators.' Particularly, ethical considerations were followed bearing in mind measures and guidance to protect the rights and confidentiality of informants.
- 42 Data Analysis: Quantitative analysis was carried by using planning documents with related indicators as benchmarks to tally progress in implementation. Qualitative analysis was mainly applied to the information harnessed by using thematic examination of interviews' responses. The use of both qualitative and quantitative data supported the validation and triangulation of information. Through a combination of methods, feedback between the various tools and validation between different levels and types of data collection was sought to triangulate the information, and thus ensuring the validity of the data that give rise to the evaluation process and to this report.
- 43 Limitations. Evaluations normally face limitations, such as those regarding time, resources, and data availability. Due to scheduling issues, there was not an opportunity to carry out an in-country mission. The data and information were gathered through a desktop review (which is, nevertheless, normally done at a distance in these processes) and through engagement with stakeholders. The personal interviews and other sorts of engagements were done using remote mechanisms (through video conferences, telephone) as necessary. Notwithstanding this, the assessment followed a collaborative and participatory approach while using remote engagement with key stakeholders. Therefore, it is understood that this assessment was not overly affected by the situation and that the methodologies used were pertinent and appropriate.

FINDINGS

DESIGN

- 44 First, when assessing design, the output being evaluated here (i.e., Output 1) is part of a broadly planned umbrella intervention called the *Caribbean Recovery and Resilience Programme (CariPro). Component 3 of the FCDO programme was allocated to this output and which is the particular focus of this evaluation*
- 45 The *CariPro* had as its principal aim to create the conditions to consolidate early recovery efforts, using the building back better (BBB) framework, and to facilitate investments in resilience in the affected islands.³ Its objective was to address its strategical interventions through five outputs as follows:
 - Output 1: Gender responsive recovery strategies developed and implemented at regional, national, and local levels
 - Output 2: National efforts on housing repairs upscaled, and critical community infrastructure reconstructed and rehabilitated
 - Output 3: Livelihoods and income generating activities supported and local economies stimulated
 - Output 4: Multi-hazard risk reduction measures implemented
 - Uutput 5: Regional partnerships supported and knowledge promotion enabled
- 46 As indicated in the *CariPro* design documents, early recovery interventions have proved to be critical given that they serve as an entry point for long-term engagement to address the fundamental drivers of vulnerabilities. While this is a key step in the aftermath of a disaster, it is essential to also plan and invest for medium and long-term resilience.
- 47 Given the nature of the recovery and building back better processes, and the dire need to act quickly in these sorts of interventions, the umbrella programme designed (i.e., *CariPro*) was wide-ranging and there was an all-encompassing project document generated that did not particularly cater to CREAD in this inception and design process. As a matter of fact, CREAD was not even mentioned as such in the *CariPro* Project Document since its creation took place after design of this programme.
- 48 The fast-tracked design process of the umbrella programme is considered positively by this evaluation given the need, for recovery, to go through a very rapid process to impel projects

³ Project Document.

that respond largely to an emergency and then deal with particular outputs and sub outputs, etc., that cater closely to national needs.

- 49 The output being evaluated in this assessment, however, is just one section of CariPro, and in turn—it links also into the donor's larger portfolio of its funded interventions in Dominica. UK's FCDO funded the output being evaluated under the *Support for the Climate Resilience Execution Agency of Dominica (CREAD) Programme*. That is, the output being evaluated here is also part of FCDO's umbrella intervention for resiliency and recovery in Dominica. The general aim was to provide financial support for the operationalisation of the Climate Resilience Execution Agency of Dominica (CREAD) to implement Dominica's Climate Resilience and Recovery Plan (DCRRP). This process was channelled through UNDP's diverse roles in the Output. The general notion of the FCDO – funded programme was to focus on recovery and resiliency in Dominica attending to the country's vision in these aspects. CREAD becoming operational was expected to provide leverage for the Government of the Commonwealth of Dominica to complete key recovery and reconstruction projects, build capacity and transform systems in the civil service so that Dominica is able build back better post Hurricane Maria and quickly recover from future disasters.
- 50 Within the FCDO funded framework, there were two components for this Programme to provide financial support for the operations of CREAD from 2019-2023 to lead the implementation of Dominica's Climate Recovery and Resilience Plan (CRRP).
- 51 As stated in relevant FCDO programmatic documents these components were:
 - Component 1 will use non-budget support financial aid to meet the staff and recurrent operational expenses for CREAD thereby setting the platform for the management, coordination and implementation of a comprehensive recovery and resilience programme in Dominica; and
 - Component 2 will support a Third-Party Monitoring arrangement through the United Nations Development Programme (UNDP) Dominica office that will provide monitoring and oversight of the implementation of CREAD and other FCDO programmes in Dominica, helping to manage some of the key delivery risks and opportunities related to the UK's investments as well as a flexible technical assistance fund to support capacity building in the public sector.
- 52 The overarching aim of the whole FCDO programme was to provide the technical capacity to: accelerate delivery of priority projects; coordinate implementation of the Dominica's Climate Resilience and Recovery Plan (DCRRP); and identify, develop, and implement climate-resilient systems and capacity measures for effective recovery and reconstruction.
- 53 The Output being evaluated here, therefore, is Output 1 of the CariPro pro-gramme through which funding for Component 3 of FCDO programme have been directly allocated. This component linking, consequently, with the support that Dominica would receive under the CariPro umbrella plan for Caribbean recovery and resiliency efforts after Hurricanes Irma and

Maria. Through UNDP's role of third-party monitoring, FCDO –as its documents indicate would assure in – country presence and monitoring through the agency for the implementation of CREAD and for related small grants programmes.

- 54 The UK Foreign Commonwealth & Development Office (FCDO) and UNDP signed a four-year contribution agreement on 24 May 2019 (effective 1 June 2019) until 31 March 2023 for the provision of on-the-ground support to monitor and oversee the implementation of the Climate Resilient Execution Agency of Dominica (CREAD) as well as the FCDO's wider investments in Dominica.
- As expressed in the *Concept Note for Third Party Monitoring of DFID⁴ Investments in the Commonwealth of Dominica* (as this is how the output is named by the donor's planning documents), the general objective of the Third-Party Monitoring to be provided by UNDP was to mitigate the delivery risks for implementation of CREAD and for the donor's wider investments in Dominica. It was expected to strengthen Dominica's capacity in public financial management as well as for establishing sectoral linkages, partnerships, and coordination. It was also expected to provide additional assurance to the donor that the projects taken up by CREAD were delivered on time and according to budget; deepen the level of engagement with the government of Dominica, while providing regular updates on key policy and political issues in the country; and provide complementary monitoring support to the significant donor investments in Dominica.
- 56 In turn, the output being evaluated here had two specific tasks. First, for UNDP Dominica to be on the ground to oversee implementation of FCDO's Component 2 (the representation role) and second a monitoring role of the UK's cooperation agency portfolio. That is, overall, there were basically two functions: monitoring and assistance.
- 57 The planned start date was 1 June 2019. The planned end date was 31 March 2023. The contribution total amount was to be up to 800 000 Pounds Sterling. These were to be distributed in up to eight trenches. A work plan indicated how the funds were to be used (see ANNEX 4: MULTI-YEAR BUDGET).
- 58 Although it is understood by this evaluation that support for recovery is sought and arranged in different ways than in most standard UNDP – planned projects and / or programmes, in this case, the design of the intervention(s) was quite complex, multi-layered, and intricate. The multidimensional design (of an output fitting within a broader UNDP programme, linking to donor portfolio, etc.) had, overall, impacts on the visibility of UNDP vis-a-vis the output being evaluated here and on the overall programme as well as in stakeholder understanding of the intervention(s).

⁴ This is how the donor agency was known at the time of design.

- 59 That is, the multilayered approach of umbrella projects and derived outputs and work plans were confusing to many stakeholders. Perhaps indicative of this confusion is the fact that UNDP is not even mentioned as a partner in the CREAD webpage, and the agency's visibility is low vis-à-vis this intervention, and several key stakeholders were not fully aware of the UN agency's roles.
- 60 These layers of design, of outputs within different "umbrellas" of interventions, of tasks within different components, and similar issues not only added to complexity, but (as will be seen further along in the implementation sections), did not aid in clarity from stakeholders at the national level as to the intervention. During this evaluation process, many stakeholders were unclear on how these "pieces of a puzzle" fit together, and uncertain on what was being evaluated, what were donor and what were the implementing agency's responsibilities, and other similar issues.
- 61 Also, although stakeholders quite clearly understood that a design process must be rapid and act quickly in the context of recovery projects, it was recognised –however-- that there was a need for further consultation with relevant sectoral stakeholders at design and/or inception (for the CREAD project as well as for the Technical Flexible Assistance Fund). It is also understood that UNDP's role in the Technical Flexible Assistance Fund was monitoring implementation, and that the national counterparts provided the proposals to facilitate the issuance of grants (and would therefore be knowledgeable of their own national context). Nevertheless, sectoral stakeholders still indicated that there should have been further albeit—brief consultation to have a more streamlined start-up process. From this evaluation's processes and discussions, it emerges that what national and local stakeholders call for regarding further consultations are those internal and within the GoCD ministries, departments, and agencies in charge of design and implementation of the intervention's different sections.
- 62 The process of executing what was planned indicates that implementation could have benefitted from further (more specific) consultations. Also, as evidenced in operational stages, consultations with national – level stakeholders were frail in some areas (particularly in Task 3). If these matters could have been consulted (albeit briefly) further and better upon design –including internally-- with the sectors to be involved, implementation could have been more fluent and misconstructions managed from the very beginning. As indicated above, the national stakeholders developed the proposals for the implementation of Task 3, and they were expected to be already adapted to the local context through engagement with them during the proposal development process. Yet, several stakeholders have indicated that there was a need for cross-sectoral further consultation, including internal discussions within and between national agencies and ministries.
- 63 For instance, there was a need to adapt certain products to local and national conditions at implementation (for instance, educational cycles, agricultural sequences); a step that could have been avoided if the relevant cross-sectoral stakeholders were further briefly consulted.

Also, initial delays in the release of funds caused timings of some activities to be askew or misaligned once implementing began.

- 64 Design in some ways was not specific enough in some areas which ensued in some misunderstandings or misconceptions further along the process of delivery, when implementation took place. Representation as such was not well defined, nor were the expectations by the donor on what would UNDP deliver regarding "regular updates on key policy and political issues in Dominica," what this would entail (and closely linked to this, what is UNDP's mandate in this arena). Due to this, FCDO had several meetings with UNDP in the inception phase when implementation started to discuss and agree on expectations, however.
- 65 Lastly, although UNDP's tasks in monitoring CREAD activities and in aiding in delivering the grants that were part of the Output were well demarcated, the role of UNDP regarding the rest of the large portfolio that FCDO has in Dominica, as invoked in project planning documents, was not as specific.
- 66 Design benefited greatly, however, from previous disaster and risk management experience in the region, particularly those engendered through UNDP. Also, it benefited from previous UNDP engagement with the Dominican government.
- 67 Therefore, considering the context in which the Project developed, design was strategic although not specific in many terms. It was strategic given that the intervention had to deal very rapidly with an emergency and recovery situation and given that it covered interventions on the ground, as well as supporting national vision and national needs regarding recovery and resiliency.
- 68 Some specificity was absent in planning, with processes or outcomes not specified beyond the output level (not outcomes nor effects) and in some cases even unclear on what the outputs would be (mostly in Task 1). The multilayered approach of an output within an intervention that links to other outputs of an umbrella regional project was complex, and so on, is intricate not only in delivery but also in visibility and in comprehension of the intervention by the multiple level of stakeholders involved.

RELEVANCE

69 Relevance, in the context of evaluations, is the extent to which an intervention's objectives and design respond to beneficiaries, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change. The Output being evaluated in this assessment process is thoroughly in line with national development priorities, national needs, the country programme's outputs, and outcomes, as well as UNDP's Strategic Plan and the SDGs.

- 70 The Output was clearly relevant regarding national needs. The devastation caused by Hurricane Maria and the increasing vulnerabilities Dominica faces due to climate change are indicative of concrete relevance for this intervention.
- 71 The umbrella project document (i.e., for the Caribbean Recovery and Resilience Programme --*CariPro*--) identifies issues observed in the targeted countries for this intervention (i.e., Dominica, Antigua and Barbuda, British Virgin Islands) vis-à-vis resiliency and recovery. These issues are generally related to governance.
- 72 Specifically, the issues identified are as follows:
 - Limited integration of gender responsive climate and risk reduction measures into policies and of their implementation;
 - Outdated or inadequate building codes and/or inconsistent application in the infrastructure and housing sectors;
 - Land use not informed by risk assessment and/or standards not applied/enforced;
 - Presence of pockets of vulnerable populations comprising people who are income poor (especially female household heads/women with increased burden of care), migrants and undocumented persons.
 - Lack of access to concessional financing, resilience funding and climate and disasters funds.
- 73 By confronting these issues through governance capacity building, the intervention is aligned with national policies (such as the institutionalisation of CREAD). This is indicative also of the intervention's high relevance.
- 74 As planning documents show, the project was consistent with national government priorities. This was evident as the project aimed at assisting the national government in building capacity to institutionalize CREAD, reflecting that this output supports governmental (and societal) concerns for disaster risk management and recovery considering climate resiliency.
- 75 There was alignment with UNDP's strategic plans (both, the one existing one at the initial time of the intervention –i.e., the 2018 2021 Plan and the current plan –i.e., 2022-2025 Plan). Both plans are aligned with the recovery practices promoted by the output being evaluated, as well as broader concepts such as building resilience in response to natural disasters, and the leaving no-one behind rights-based approach centred upon promoting inclusion and gender equality.
- 76 Regarding SDGs, there are a few direct and indirect targets related to goals in holistic disaster risk management, resilience, and similar issues, that place the activities carried out by the intervention within a framework of core development strategies. Therefore, there is also alignment with relevant SDGs.

- 77 Several lessons learned from other relevant projects were considered in design. After Hurricane Maria, UNDP led a Crisis Management Unit in Dominica linking relief and recovery at the request of the UN Secretary General. During the post – hurricane emergency phase UNDP provided advisory and post-disaster assessment services to the Government in Dominica.
- 78 These activities have allowed UNDP to have specific knowledge of several lessons to continue work within the framework of the Output being evaluated. This also helped in unplanned but positive ways in the implementation of the Output. For instance, Dominican national stakeholders (due to UNDP's role in the Crisis Management Unit and its advisory character) perceive and appreciate the agency's coordination role vis-à-vis UN agencies on the ground, and highlighted this as relevant for the implementation of the intervention being evaluated here.
- 79 Although coherence is not a criterion that this evaluation has been mandated to evaluate, several coherence factors are clear and do contribute to relevance. Coherence is the compatibility of an intervention with other interventions in a country, sector or institution and this criterion examines how well an intervention fits overall with other initiatives. This includes internal coherence and external coherence. Internal coherence addresses the synergies and interlinkages between an intervention and other initiatives carried out by the same institution/government, as well as the consistency of an intervention with the relevant international norms and standards to which that institution/government adheres.
- 80 External coherence considers the consistency of the intervention with other actors' initiatives in the same context. This includes complementarity, harmonisation and co-ordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort (avoiding duplication within a government, from different agencies, and / or from different donors).
- 81 There have been clear synergies and interlinkages between the project and other interventions. Specifically, due to the complementarity, harmonisation, and coordination with other interventions in the field as well as with other components and the umbrella projects that give rise to the Output being evaluated. This is articulated also through the fact that the intervention is adding value while avoiding duplication of effort in the field. The initiative is not only is coherent in this sense but also because it responds to Dominica's vision of engendering resiliency considering its vulnerability to climate change and natural disasters.
- 82 Overall, therefore, relevance is very high not only at the national and regional levels but also at the corporate UNDP level and for stakeholders and direct beneficiaries.

Relevance has been rated as HS (Highly Satisfactory): exceeds expectations and/or no shortcomings).

CROSS-CUTTING THEMES: GENDER MAINSTREAMING/LEAVE NO ONE BEHIND AND HUMAN RIGHTS APPROACH

- 83 The overall umbrella programme (*CariPro*) [which the output being evaluated specifically falls under] clearly delineated upon design gender mainstreaming as well as leave no one behind/human rights approaches to be used in implementation. As stated in the umbrella planning documents: *"primary emphasis will be placed on strengthening national expertise, policy and planning and boosting institutional implementing capacity, including for the inclusion of women and other marginalised groups in national decision making and implementation processes."*
- 84 Furthermore, it is indicated that recovery processes would pay special attention to gender issues in the institutional and programmatic set up of the intervention. For instance, it is stated that ". . . This involves the set-up of project management offices for planning and coordination of recovery, technical capacity building, assistance to governments in the design of institutional arrangements to undertake gender responsive recovery processes. . . ".
- 85 This brings to bear the understanding that females face disproportionately higher vulnerable situations than males regarding disaster risk and capacities to cope with these situations. This includes issues such as unemployment, poverty, and other disparities as well as in the disproportionate burden of care which females face in these situations. For this, the initiative had as a core principle to ensure that gender considerations are fully integrated and applied in all actions.
- 86 Regarding human rights/leave no one behind framework, the umbrella project also acknowledges these (broadly and specifically). Formally by following corporate mandates included in the United Nations Multi-Country Sustainable Development Framework (UN MSDF) for the Caribbean and UNDP's Strategic Plan. Priority area 4 of the MSDF "A Sustainable and Resilient Caribbean" --which focuses on strengthening institutional and community resilience at both regional and national levels-- by focusing on "policies and programmes for climate change adaptation, disaster risk reduction and universal access to clean and sustainable energy". The MSDF calls for coordinated support to governments to put "measures and strategies in place to examine climate change, disaster risk reduction and mitigation, and environmental degradation, and make the link to underlying development issues such as health, livelihoods, poverty, and human rights." Specifically, by including the issues such as rights of the elderly, children, and youth.
- 87 It is highly positive that the UNDP umbrella project aspirational expression was gender targeted and reflected at design. Since a specific gender approach that fully addressed the differential impact of natural disasters upon women and the different needs of men or women was developed early on the processes of planning of *CariPro*, the promotion of gender equality had an enhanced chance of occurring. This is mirrored by FCDO's planning documents for Support for the Climate Resilience Execution Agency of Dominica, donor's umbrella project for this Output. FCDO's Terms of Reference for the FTAF did not require

gender mainstreaming in individual grants, however. They were targeted at capacity building in the GoCD with a demonstrable link to the processes of recovery and/or the building of climate resilience.

- 88 The CREAD programme of activities did include in its design a series of gender and leave no one behind information and activities. It formally included gender, the elderly, and disabled persons needs and engagement in its products. Donor – required the development of a gender-responsive and socially inclusive workplan covering the full scope of CREAD deliverables. It is perceived by some stakeholders that albeit this was included to accommodate a donor requirement –i.e., to include gender responsiveness to recovery and resiliency—this is now permeating at the government level of their own decision.
- 89 There was one specific FTAF grant dealing with gender called "Strengthening Gender Mainstreaming Capacity for a Climate Resilient Dominica" with the object to strengthen CRRP executors' capacity on mainstreaming gender. This grant entailed training on gender mainstreaming and the development of a Gender Mainstreaming Toolkit.
- 90 However, in the other grants there is no full evidence of gender mainstreaming as a crosssectoral and cross-cutting theme in all relevant sub-components. It is explained by some stakeholders that this is the case because there was a gender mainstreaming project (above), yet this is not the essence of gender mainstreaming since it should permeate all activities, all process, and not only one discrete and separate product or process.
- 91 When national stakeholders were asked specifically by this evaluation regarding gender mainstreaming, their response is that females participated to a large degree in the activities of the grants (mainly training). While this is praiseworthy, it is also in some aspects a perception by stakeholders that the burden of care is for females and as stated by them females participated in greater number in different activities "because women have more time." Yes, females did indeed participate in large percentages in the trainings as this information has been thoroughly collected in monitoring, but no cross-sectoral mainstreaming is evidenced as a running theme in the rest of the small grants and this is not what the intervention design implies when gender responsiveness is asserted to be sought.
- 92 There was focus on the special needs of vulnerable groups (following the leave no one behind framework) such as for the elderly (specifically by the *Yes, we care programme*) to train caregivers in recovery and resiliency. In this area, however, several stakeholders indicated that more attention should still be paid in the future to those with special needs (elderly, handicapped, youth and children) considering building resiliency and in responding to recovery.
- 93 Therefore, it is seen that the project conceptualised matters of gender equality as well as acknowledged the differential impact that disasters can and do have upon women. However, these principles were not fully incorporated in a cross cutting and cross sectorial manner in

activities, processes, and products, nor in the vision that most stakeholders have of gender inclusiveness.

EFFECTIVENESS

- 94 Effectiveness is the extent to which an intervention achieved, or is expected to achieve, its objectives, its outcomes, and its overall results. It is the extent to which the development intervention's objectives were achieved or are expected to be achieved considering, furthermore, their relative importance. It is also an aggregate gauge of the merit or worth of an activity, i.e., the extent to which an intervention has attained, or is expected to attain, its major relevant objectives in a sustainable fashion and with positive institutional development impact.
- 95 A measure of effectiveness is the straightforward and basic metric of the extent an output was achieved. This will be examined task by task. Tasks that were stated in the Concept Note for Third Party Monitoring of DFID Investments in the Commonwealth of Dominica⁵ and as signed by both parties. whereby three broad tasks were identified as part of UNDP's role in this intervention. The assessments below will be examined for each task identified at inception as follows:
 - Task 1 Representation (on request) where necessary provide input on and report regarding related meetings for FCDO and
 - Task 2 Support monitoring and reporting.
- 96 For these tasks UNDP carried out several activities that fulfilled (to the extent possible within UNDP's mandate) the representation of the donor in Dominica. It should be emphasized that (as seen in the section on design), the plan and design for these tasks was considered along the lines of activities and not effects or outcomes per se in several cases (as understood in the results based framework UNDP works with).
- 97 UNDP reports several activities falling under this representation role. For instance, the agency reports ongoing meetings held during implementation to discuss project status and course corrections where applicable (with CREAD as the key interlocutor at the national level and with the donor i.e., FCDO). The meetings also provided an opportunity to monitor, discuss and agree on continuing work, especially as related to politically sensitive situations. These encounters were used as well to discuss the monitoring plan and to include other areas of CREAD non-capital works incorporated into the monitoring plan, analysis coming from the third call for proposal on the FTAF, FCDO Annual Statement of Progress for the Fiduciary Risk Assessment and the Annual Report on Dominica's commitment to the Partnership Principles for 2021 and 2022.

- 98 Further discussions took place on other subjects, such as post training assessment to be conducted on all FTAF projects completed, assessment of the FTAF programme; a discussion on the Monitoring and Evaluation plan and finalization of the indicators for the non-capital projects; as well as an assessment/evaluation as to whether the FTAF should be completed before project closure.
- 99 As indicated previously, the Concept Note (which in many ways guides this intervention) was not specific as to outcomes, and/or effects for these activities. It was also not detailed nor explicit on what donor expectations were in the broad sense out of this representation role. Therefore, although a quantitative tally can take place (and by that gauge, these activities were mostly fulfilled) a qualitative gage cannot take place thoroughly since instruments to this effect are not fully present.
- 100 There was also a level of misunderstanding between the donor and the implementing agency as to what reporting related to the role of representation would entail (particularly sub task V within Task 2 --*regular updates on key policy and political issues in Dominica* --). And, as seen above, the lack of indicator specificity coupled with the agency's explicit mandate, did not aid in clearing this misinterpretation. While the donor expected an in-depth policy and political assessment of what was occurring in Dominica vis-à-vis their extensive portfolio⁶, UNDP reported in a chronical manner. That is, although UNDP conveyed chronical information by monitoring national situations, the donor expected a more political or analytical report. However, the mandate and limitations of the agency does not concede for this sort of analysis to report to a donor vis-à-vis a member country.⁷ This was discussed by FCDO with UNDP during design and agreed that they could not provide the political analysis required in a formal report. Therefore, there were meetings instead to discuss sensitive issues.
- 101 In annexes (see ANNEX 6: UPDATES ON CREAD PROGRAMME OF ACTIVITIES) there is a listing of activities and products achieved which were scrutinised by UNDP in its role in monitoring of FCDO's funded activities for CREAD institutional strengthening. This is based on the reporting and monitoring carried out by UNDP at approximately the intervention's end in March 2023.
- 102 As can be seen in this chart, to a very large extent the intervention achieved, or is expected to achieve, its objectives, its outputs, and its overall results. The output had a very good level

⁶ A portfolio of £67.5 million implemented in – country by several international and regional partners.

⁷ UNDP has had recent similar project where they articulated their own funding with donor funding in the region and in recovery, so this format is not new for the agency. As can be seen in the recent terminal evaluation of the *Support to Livelihoods and Debris Management Activities in St. Vincent and the Grenadines,* which was also implemented by UNDP in SVG yet partially financed by the Kingdom of Spain, donor expectations and UNDP mandate were explicitly articulated from inception, limiting misperceptions, and missed expectations upon delivery.

of delivery in nearly all its outputs vis-à-vis the monitoring of CREAD - related programme of activities. See the annex mentioned above where achievements vs. ongoing processes are highlighted.

- 103 Of course, these are CREAD achievements, given that delivery in and of itself cannot be attributed and/or attributable solely to UNDP's roles of monitoring and representation. Nevertheless, monitoring within a results-based framework such as asserted by the agency has a role to play in aiding delivery. Monitoring has not only been follow-up, in addition continuous observational roles can be considered a part of regular management during implementation of the overall CREAD project given that monitoring is process-oriented and focused on progress achieved.
- 104 Further to the follow through and data collected on implementation, UNDP participated in all the CREAD Supervisory Committee meetings convened during the project implementation period from inception onward. As indicated in reporting documents, the role of this committee was to oversee CREAD's assurance system and to ensure CREAD had effective arrangements in place to provide assurance on financial management, audit, controls, and institutional governance. These meetings were organised to provide updates and discuss the activities being undertaken by CREAD.
- 105 In addition to UNDP's monitoring role, there were other functions that UNDP fulfilled partnering with other institutions which have also aided in effectiveness and delivery. For instance, in partnership with the Government of Dominica, UKAID and the Government of Canada, UNDP has supported the very creation of the Climate Resilience Execution Agency of Dominica (CREAD) by providing technical inputs to national authorities, based on global best practices and comparative experiences of post-disaster institutional recovery frameworks, signalling also a high degree of coherence.
- 106 Within this sphere, UNDP supported the CREAD transition and Climate Resilient Recovery Plan (CRRP) development processes through agreement with FCDO. This included (a) supporting the drafting of legislation to establish CREAD; (b) supporting the recruitment of CREAD leadership and establishing operational facilities and Terms of Reference for support staff; (c) preparing priority policies, analysis, and systems needed to ensure the CREAD is fully operational upon becoming a statutory agency, inclusive of drafting the CREAD work plan.
- 107 The analysis here is at the output level however, since effects for this sort of initiatives (results as expressed through uptake, improved resiliency, etc.) are long term and the indicators set was mostly at the output and not at the long-term outcome level, which after all will be mostly evident a period after project closure. As analysed by this evaluation and as pointed out by several key stakeholders, institutional building through capacity enhancement are longer processes than a project life cycle.
- 108 Further to the effectiveness factor, and linked to Task 3 as described below, is the fact that the small grants component of the output being evaluated here has aided also in capacity

building and in institutional strengthening, at the governmental and at the community levels. Therefore, effectiveness within the first two tasks entrusted to UNDP by the donor is intrinsically linked –also— to Task 3.

- Task 3 Capacity building in the GoCD utilizing the £250k flexi Technical Assistance fund based on Government of Dominica priorities and as agreed with FCDO.
- 109 Thirteen projects were supported under the Flexi Technical Assistance Fund (FTAF). These were implemented through four calls. These projects were: Climate Smart Database System Training Programme, Enhanced Performance Management Online Training Platform, Community Emergency Readiness Initiative (CERI) Phase 1, Training in Proposal Writing, Installation of Digipeaters for Emergency Communications Network, Monitoring and Evaluation Capacity Building, Advancing Development Management Training in the Public Service of the Commonwealth of Dominica, Each One Reach One Youth Resilience Initiative, Community Emergency Readiness Initiative (CERI) Phase 2, Resilience Mapping Action Plan and Awareness- Raising for Public Officials in Dominica, Building Resilience and Capacity of Caregivers of the Yes We Care Programme, Strengthening Gender Mainstreaming Capacity for a Climate Resilient Dominica and Communication and awareness survey.
- 110 FTAF was instrumented through three calls only open to government departments and ministries for support. All FTAF funded projects have been completed or are in the process of being completed as this evaluation takes place. This is highly indicative of effectiveness of this sector of the intervention. For further details, see ANNEX 7: FTAF GRANT.
- 111 This task is the more evident and visual one for community-level stakeholders. It is also the one mostly associated to UNDP at the Dominican level (both at the national governmental and at the community levels). Although Tasks 1 and 2 were also fulfilled, it is this small grant programme delivery that is mostly associated to the agency and which provided higher visibility as expressed by all national and local level stakeholders engaged with in this evaluation process.
- 112 Training (being this an important aspect of capacity building) took place in many formats throughout the intervention: for community groups, schools, businesses, and of course for government. However, there is no clear picture of just how or if uptake of training has taken place, not only at the individual level, but neither at the institutional level. That is, although all stakeholders involved were satisfied with the training and engaged, there was no evolving feedback mechanism to apprehend what effect did training have, and if or how knowledge was captured.
- 113 Uptake is a long-term gauge, and what institutions do with the training and, also importantly, with the tools developed within the intervention is long-term aspect that cannot be determined by this assessment. However, the delivery has been sufficiently effective to lay the groundwork for uptake and capacity building. The most successful –and perhaps the most

sustainable—exercise (within the FTAF arrangement) has been the "training of trainers" format.

- 114 Monitoring of the FTAF is mostly at product level (i.e., delivery, number of people trained, product implemented, etc.) and there was no full-fledged endeavour, indicator set, nor the time to fully assess effect, knowledge use and other outcome gauges. This is not a problem at this juncture given that it is a standard issue in small grants being evaluated immediately ex-post their implementation, yet it is perhaps a lesson learned that to the extent possible this should be analysed in future programming. Stakeholders perceive and report capacity enhancement through this part of the output, but assessment is qualitative and mostly anecdotal. Nonetheless, in the section on sustainability there will be a few examples where effects were observed.
- 115 Also, this is the section/task of the output that reached out and engaged most directly with communities and non governmental stakeholders. Whilst implemented through government, the FTAF is the task or component where most civil society participation takes place within the intervention. Although other CREAD related processes did engage with business and productive level stakeholders, the FTAF engaged directly and indirectly with several civil society stakeholders and community-level participants.
- 116 Whereas there was surveying as to what is locally called the impact of the FLEXI projects (although it is understood by this evaluation that they are dealing with effects and not impact) and on the overall image of the agency, stakeholders indicate that this was not as honed as it could have been for them to have a bearing on effectiveness.
- 117 Knowledge management products were part of both the FTAF small grants and the CREAD implementation aspects. Stakeholders have indicated, and is also this evaluation's assessment, that for the FTAF grants the KM products were scarce and even at times not fully appropriate for the target groups. For instance, although throughout the COVID-19 pandemic there was no other choice, stakeholders realized that not all of those involved at the community level are sufficiently versant on digital means of communication nor do they have access to this type of technology. Along the same lines, key informants to this assessment have indicated that the projects/grants did not leave sufficient "paper based" KM products for the achievements to continue to accrue at the appropriate level for local stakeholders. Related to this, many stakeholders recommended that instead of training individuals there should have been more "training of trainers" as to create the conditions for upscaling, replication, and/or sustainability.
- 118 Following there is a narrative on effectiveness as to what have been the *contributing factors* of UNDP based on informational evidence, documents, internal communications, and information gathered through interviews:
- 119 UNDP's role and action in Dominica post Hurricane Maria. Before the output was implemented, UNDP had several significant roles in the country. After Hurricane Maria, UNDP

led a Crisis Management Unit in Dominica linking relief and recovery at the request of the UN Secretary General. During the post – hurricane emergency phase UNDP provided advisory and post-disaster assessment services to the Government in Dominica. These roles were and continue to be very much appreciated by Government. Not only UNDP's specific function in recovery but also its cross – partner coordination role as the UN lead agency in recovery. Given that the relationship between UNDP and national government is flowing and constructive, effectiveness has been enhanced due to this. UNDP has provided technical support and advice as well as developed, monitored, and implement initiatives to support the nationally determined resiliency aims. Due to this modality of work, respectful of national characteristics and nationally determined goals, work with Dominica's government has been fluid, government has openly reported to UNDP in the initiative being assessed here, which has –in turn—facilitated its monitoring role within this intervention.

- 120 Commitment and buy-in of Dominica in general, and of CREAD in particular, to resiliency building. Government's commitment to overall resiliency and to the establishment of CREAD to create and articulate a Climate Resilience and Recovery Plan (CRRP) for bolstering national systems for preparedness has been a significant factor that has aided in the effective implementation of UNDP's tasks under this intervention. This is further anchored by community buy-in to the tasks, activities, and aims of the FTAF projects supported by the donor through UNDP implementation.
- 121 UNDP staff in country. UNDP established a project office in 2017 to assist the Dominican government with immediate response, recovery, and reconstruction post-Hurricane Maria. Since the launch of the project office, the UNDP portfolio has scaled up and this output is a key endeavour within all the financed interventions. UNDP staff in country worked very effectively and side-by-side government partners in a horizontal manner to develop and implement activities under all tasks. UNDP staff in-country was not seen nor considered as an "outsider" and had a collaborative demeanour with government staff, which aided in generating effective working relationships.
- 122 Positive working relationship between UNDP and national partners and the donor as well as with other donors in the country. This responds to a clear UNDP partnership strategy with the country and a strong leadership from the UNDP country office which was already in place, and which has been strengthened through the implementation of projects for recovery in the aftermath of Hurricane Maria. Furthermore, there was a very level cohesive pattern of work with the donor in general (with only few hindering factors which will be seen below) and with other donors supporting Dominica in recovery as well as with the national vision of becoming the first climate resilient country.
- 123 The upcoming section will also explore the *hindering factors* based on informational evidence, documents, internal communications, and information gathered through interviews. The section below not only outlines issues that hindered achievements, since -- as can be seen in the paragraphs above-- effectiveness and delivery (of UNDP's monitoring

role as well as in its articulation of FTAF) has been quite positive, but also the external challenges faced to achieve or not expectations.

- 124 COVID 19. The pandemic affected the implementation of the intervention in many manners, from macro to micro aspects. The need for the nation to attend to the pandemic's effects in some ways put other longer-term policies on hold, delaying implementation and in turn—delaying several monitoring and capacity building activities. Other processes were also affected in more specific ways. For instance, all the supported processes that dealt with education and training, face to face procedures (and the like) had to either be postponed or took place at a distance. Digital access was uneven, and some community level activities including education and training, suffered from unequal access to digital means of communication.
- 125 Unclear concepts on what representation role meant. In some ways there was a lack of a completed conceptualization of what representation of a donor meant for UNDP while keeping with the agency's mandate and its role vis-à-vis national government when representing the donor. This was not truly specified in planning documents, nor was it articulated in these same documents as specific detailed products or outputs, and mandate was also not clearly specific in these planning documents.
- 126 Staff changes and issues. Changes in staff at various institutions affected continued implementation to a degree. Although monitoring roles were fulfilled, at times collective institutional memory as well as turnover affected timely follow through and delivery. In addition to the delays in financial flows at start up, other matters such as rotation and staff changes within government occurred at times. This was even evidenced by interviews within this assessment, whereby many stakeholders did indicate that they served as public servants in different areas of administration during the implementation of the intervention and several who were no longer engaged, neither with the processes inherent to the output nor even with the Dominican government. The rotation implied also that institutional memory and capacity was lost at times when rotations occurred. Furthermore, facilitators and effort that they could dedicate to implementation was limited.
- 127 *Financial issues, flows and delays.* Funding flows were delayed at start-up, due in part to UNDP issues and in part to internal workings within and between the line ministries involved in implementation. Also, for the FTAF grants, although of course the beneficiaries were grateful for this type of support, it was deemed by several stakeholders that, in some cases, they were small amounts vis-à-vis what they were trying to achieve and that there was not a full level of flexibility in funding reallocations, renewal of grants, etc. Furthermore, the initial delays in the release of funds caused timings of some activities to be shifted.
- 128 *Governmental and implementing partners issues.* Although the GoCD demonstrated a strong commitment to implement CREAD and to support UNDP's role in monitoring implementation (by engaging in constructive dialogue, by reporting to UNDP, etc.), certain issues inherent to

functional aspects of government did have an impact upon delivery and -therefore—upon monitoring. These were related to internal workings of different areas of government involved and government sectoral integration and to inherent issues with institutional building. Although it is understood that effective institutional building has taken place to a degree, some sectoral areas of government (crucial areas) were not seen as fully drawn in within the process. Also, it is considered by many that there was a perception (upon design and inception as well as through early implementation) that institutional building would occur much more rapidly than what really did, without a full understanding that institutional capacity building takes time and that inter-sectoral integration implies a few profound changes.

129 In general, due to the contributing factors and governmental as well as communities and special groups buy-in, effectiveness has met expectations with only a few hindering factors. Participants of FTAF requesting further initiatives, government areas working on fine-tuning products that need to be adapted to local conditions, community buy-in, and overall plans for sustainability express an interest in the intervention by all stakeholders involved and they are all indicative of the effectiveness displayed.

Effectiveness has been rated as S (Satisfactory); it has met expectations vis-à-vis the achievement of products at the output level.

EFFICIENCY

- 130 Efficiency is the extent to which an intervention delivers, or is likely to deliver, results in an economic and timely way. For this, economic is defined as the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes, and impacts, in the most cost-effective way possible, as compared to feasible alternatives in context. This criterion also includes operational efficiency.⁸
- 131 The Output has been implemented through an effectual process. UNDP's project implementation strategy was efficient, with value for money, and cost effective.
- 132 The intervention was articulated through a well-defined multi year budget (as seen in ANNEX 4: MULTI-YEAR BUDGET). In summary, the planned activities for Output 1 Oversight of CREAD and other DFID investments were budgeted to be 550,000 pounds and for Output

⁸ OECD/DAC Network on Development Evaluation. *Better Criteria for Better Evaluation. Revised Evaluation Criteria Definitions and Principles for Use*. February 2020.

2 Capacity Building activities were budgeted for 250,000 pounds for a total of up to 800,000 pounds.

- 133 The contributions were to be disbursed in tranches. It was planned that these would be approximately at six months apart from June 2019 to March 2023.
- 134 The programming budgets proved to be valid overall. Yet the FTAF funding of projects was deemed to be low in many cases and stakeholders have indicated that there was not enough flexibility for the re allocation of funds etc. Donor has indicated that these are the general rules of FCDO, yet stakeholders continue to perceive this as a lack of flexibility to reallocate and/or continue support when committed funds were still available.
- 135 The latest UNDP financial reporting indicates that, as of March 31st 2023, the amount received in seven tranches was 496,820 Pounds and that expenditure and commitments were of 441,156 Pounds. This leaves a balance of 55,663 Pounds up to that date.
- 136 UNDP produced monthly chronical reports from June 2019 onward outlining the political and policy developments in Dominica. Also, a monitoring plan and a summary of all projects under the FTAF were produced from 2021 to further compliment the reports. Reporting from CREAD and from the implemented FTAF projects in turn fed the monitoring and reporting activities that UNDP carried out within the Output being evaluated here.
- 137 Since effectiveness and efficiency are linked concepts, several of the same *contributing* as well as *hindering* factors to effectiveness are relevant vis-à-vis efficiency. Therefore, the same features apply both to effective and to efficiency.
- 138 A key contribution in efficiency has been UNDP's oversight, not only in the formal sense of monitoring and reporting, but also in day-to-day implementation. UNDP in its multiple roles regarding implementation as well as oversight (including procurement when pertinent, although this was not a major role of the agency in this intervention) has been assessed as an active and level partner for the whole process. Overall, therefore, UNDP's monitoring, oversight and management performance has been very positive and very responsive. This is both for the regional office level (UNDP Barbados and the Eastern Caribbean) as well as at the Dominican level. The receptiveness referred to is with all stages of the intervention.
- 139 It has also been repeatedly pointed out that the UNDP Office in Dominica has been a decisive player in aiding with efficiency. This was carried out through trying to make funding transfers more fluid, through the development of user-friendly reporting templates, and –overall—in aiding for efficient delivery side-by-side with national and local stakeholders in parity.
- 140 A different factor, however, than those indicated for contribution to effectiveness, however, which has hindered efficiency to some degree has been reporting as associated to monitoring. Monitoring being after all the main process that this endeavour was engaged in, it took some effort to consolidate and to flow, mainly in the beginning of implementation. FCDO did specify in the intervention's Terms of Reference that UNDP was to support

development of a monitoring and evaluation strategy for CREAD within six months of project initiation, based upon the log frame. This was not done until later in delivery. Given that there was no agreed template on reporting initially (from CREAD project/grants to UNDP and eventually to donor), the stages of setting up monitoring and reporting took time to consolidate. The generation of templates, produced by UNDP together with CREAD, greatly aided in latter stages (i.e., after the first few reporting cycles) in unifying criteria for monitoring/reporting for CREAD-related and for FTAF processes. FCDO reporting requirements changed also throughout the delivery period, with additional information requested in latter periods of implementation. FCDO did not have thoroughly specific indications in the beginning of delivery as to what to include in reporting and what not. Perceptions of CREAD were not requested also in the beginning of the processes associated to the output being evaluated, but it was requested as the delivery progressed. Reporting from line ministries was delayed early in the implementation process. This was eased to a large degree thanks later in implementation due to UNDP in-country staff working closely with government, developing report templates, and following through in person with line ministries.

141 FCDO has done periodic reviews of the Output, and –evidently—of UNDP's execution. In summary, FCDO carries out an overall performance rating (generally understood as a mixture like what results-based UN / OECD evaluations criteria named as effectiveness and efficiency). As seen below, the rating for years 2020/2022 has been B and the ratings for the remnant two years has been A.

Year	2020	2021	2022	2023
Programme Score	В	Α	В	Α

142 This coincides with this independent external UNDP evaluation ratings for effectiveness and efficiency. Efficiency (as well as effectiveness as seen above) has been rated as S (i.e., Satisfactory) which is defined as meeting expectations with minor shortcomings.

Efficiency has been rated as S (Satisfactory): meets expectations with minor shortcomings

SUSTAINABILITY

- 143 A project's sustainability is understood to be the extent to which the net benefits of an intervention continue, or are likely to continue, once an intervention has ended. That is, if the conditions and frameworks are in place to accrue (in the medium and long term) and consolidate benefits after an intervention ends.
- 144 This evaluation has been mandated to assess and rate concepts of sustainability (as seen in ANNEX 1: TERMS OF REFERENCE and in ANNEX 2: EVALUATION MATRIX). Sustainability of the Output itself is not on the process of monitoring exclusively since, evidently, monitoring

ends once an intervention ends. However, the potential for sustainability is assessed of the products and processes achieved throughout the intervention.

- 145 The assessment made in this evaluation regarding sustainability will be divided by the two main areas of work that UNDP monitored and provided technical support: the establishment of CREAD and the FTAF small grants program. Although, again, it is fully understood that achievements and benefits in relation to CREAD are not the sole responsibility of UNDP, nor of the donor for that matter, and that the role of Dominica is key, some effort is made here to analyse these matters within this assessment's mandate. Also, because there have been spontaneous responses and recommendations by national stakeholders directly related to sustainability.
- 146 Overall, there are moderate expectations in the country that there will be sustainability of many of the achievements delivered for the institutionalisation of CREAD. For instance, notwithstanding the governmental personnel shifts and rotations, individual capacity has been built to remain at some levels of government. Furthermore, and perhaps even more importantly, policies and governance structures and process have been put in place to be able to sustain continuation of benefits attained to a large degree with the right mechanisms to be put in place in continuation of the intervention (see ANNEX 6: UPDATES ON CREAD PROGRAMME OF ACTIVITIES).
- 147 Some examples of products that have been developed and that have a great potential for sustainability with the right mechanisms in place are indicated. Policies have been developed (for example, resilience agriculture policy); databases and targeted training products have been established (for instance, MSME database and training materials such as handbooks); and a myriad of assessments took place to incorporate resiliency into different line ministries policies and institutionality to further support recovery and resiliency efforts.
- 148 Document analysis has showed that there is a need to secure certain processes to consolidate sustainability of achievements. These were also matters pointed out by several key stakeholders that would be crucial to sustain effects and outcomes. First, it is understood that a multisectoral programme such as CREAD needs improved cross—sectoral coordination and "cross-fertilization" between and among different sectors to be effective and efficient in the long run. Furthermore, that clear financing architecture needs to be indicated with clear budgetary commitments to implement the achievements in the long run.
- 149 And third, that institutional building is a long-term process, that it is not achieved overnight no matter what the wishes or purposes of institutions and stakeholders involved are keen on. Based on this it was endorsed that, starting from design, projects should examine and propose clear intersectoral coordination mechanisms and clear long-term financing/financial commitments as well as plans, with the understanding that institutional building will take longer than a project cycle and should be anchored on pertinent financing.

- 150 Significantly, the intervention through supervisory instances has had oversight capacity regarding an exit strategy and a sustainability plan to be develop for CREAD. This will be crucial for sustainability of CREAD related outcomes and products and this is also where UNDP can play a substantial role (currently and in the future).
- 151 The FTAF grants show also examples of sustainability, albeit within the framework that small grants usually face and the capacity the communities have (that is, the main target actors for these grants) to sustain an output or an outcome once an intervention ends. For further information on these grants see ANNEX 7: FTAF GRANT.
- 152 These community-based interventions have shown a large degree of buy-in, due to the experience that –unfortunately—these communities have had with disasters and their wish to generate resiliency. This aspect is highly important for sustainability and, in this case, it is highly evident. The capacity built, the imparted training, and the introduction of technical support hardware for resiliency and recovery are useful for communities and, therefore, engender buy in.
- 153 The main example of sustainability for FTAF supported interventions that surges from reports and from the interviews held with relevant stakeholders is related to trough event in November 2022 suffered by communities along the island's eastern and southeasterly coast.
- 154 This highly vulnerable area of Dominica was cut off from the rest of the island due to the trough event. However, the community was able to respond due to the disaster committee targeted within the intervention and due to the target of capacity building activities engendered within FTAF. Therefore, the committee was activated and able to respond. Specifically, the community was able to deal with a fatality, injuries, rubble and landslide, indicative that there was capacity built and that capacity has been sustained until this event with the perspective of sustainability further in the future.
- 155 Other grants signalling sustainability are those that worked in the "training of trainers" modality creating a group of trained second tier personnel that will continue to engender benefits in the near future. Furthermore, some school-based projects have also engaged in horizontal activities of training with other schools, indicative of sustainability as well as replication. The engagement of youth in several of the grants, and the further engagement proposed for follow up, signals awareness of factors needed to sustain grants' achievements.
- 156 Overall, therefore, it is expected that a great deal of products will be sustained in time with the right architecture to do so. While other activities and processes might not be as sustainable as desired with risks identified (institutional risks, financial risks, etc.). As seen in roll-out documentation and as indicated by several stakeholders, although it is understood that a recovery and resiliency project need to be established rapidly, a lesson learned based on the experience of this intervention is that sustainability should be better heeded from the beginning of design and/or delivery.

Sustainability has been rated as ML (Moderately Likely): moderate risks to sustainability.

CONCLUSIONS

- 157 UNDP developed an intervention named *Caribbean Recovery and Resilience Programme (CariPro).* CariPro was to be implemented by the UNDP Multi-Country Office in Barbados to work in the Irma and Maria hurricanes recovery process in Dominica, Antigua and Barbuda, and in the British Virgin Islands. The project aimed to create the conditions to consolidate early recovery efforts, building back better (BBB), and to facilitate investments in resilience in the affected islands.
- 158 Under the project called Improving Recovery Planning and Capacities for Resilience in the Caribbean and Development of Climate Resilience and Recovery Plan, UNDP along with the Dominican Office of Disaster Management advanced, supported the creation of a Climate Resilience and Recovery Plan (CRRP) to bolster national systems for preparedness, recovery, and resiliency. UNDP also provided implementation support to the Climate Resilience Execution Agency for Dominica (CREAD). This was done by UNDP by monitoring CREAD for the purposes of FCDO's overarching "Support to the Climate Agency of Dominica" programme.
- 159 This intervention's Output⁹ being evaluated here was provided through UNDP and called the *"Third party monitoring of CREAD and FCDO investments in the Commonwealth of Dominica."* It had as a general objective to mitigate the delivery risks for implementation of the CREAD and FCDO investments in the country; strengthen Government capacity in public financial management as well as establishing sectoral linkages and deepen the level of engagement with the Government.
- 160 Through this output also, UK's FCDO and UNDP implemented the Flexi Technical Assistance Fund (FTAF). Within each of thirteen grants funded by this mechanism, support was provided to Dominican government agencies and/or ministries to promote climate resilient recovery and development in Dominica and to assist the Government of the Commonwealth of Dominica's (GoCD) vision to become the world's first climate resilient nation.
- 161 The multi layered design responded to a very real need to quickly generate an umbrella programme for recovery, particularly after Hurricanes Irma and Maria deep consequences in the Caribbean, and then backfit with financing from donors. Although the result was positive in the sense that from the umbrella programme a sort of branch intervention was derived that supported Dominica in recovery and resiliency and in its vision for preparedness vis-à-vis disaster management, it also resulted in a complex multidimensional intervention which –furthermore— was likewise designed to fit with the donor's (i.e., FCDO) requirements in the country.

⁹ Output 111433

- 162 Delivery has been quite high, the above notwithstanding, when compared to expectation and anticipated results. The role of UNDP (although quite specific and different than in many of the agency's wide-reaching interventions, since it was to only deal with representation of the donor and monitoring of implementation) has been substantial and has aided in a broader sense in delivery.
- 163 The *relevance* of this intervention was quite high. The output was relevant in a programmatic sense given that objectives and design responded to global and national needs, policies, and priorities such as the strategic vision of Dominica to became a climate resilient nation. This vision is linked to specific needs of the country, manifested by the vulnerabilities it has regarding climate change impacts and the necessity for institutional and societal capacities to deal with situations derived from climate events.
- 164 The *effectiveness* and the *efficiency* of the intervention have been satisfactory. It has generally delivered up to expectations and design (at different levels: products, outcomes, etc.). It has done so with a value-for-money approach. Although as indicated in the body of this report, this is due to conjunction of factors and among these Dominica's commitment which has been crucial, the role that UNDP played in monitoring, following through, and collaboratively working with government and communities to see this intervention through has contributed to the effective and efficient delivery evidenced here.
- Sustainability perspectives are moderate. Although there are several signals that indicate potential sustainability for the FTAF grants as well as for the CREAD related interventions, there are also some provisos that should be considered (in future programming but importantly in the immediate future) to solidify achievements and prompt sustainability. Although sustainability is a long-standing measure, matters such as uptake, long-term financing of capacity and institutional building are matters that should have close attention in the future given that the conditions have been created for the most part but the next step to sustainability based on the groundwork of this intervention could be solidified.
- 166 *Gender mainstreaming* was very well inputted in design documents, acknowledging vulnerable conditions that women may be faced with regarding disasters and their attention within disaster risk management. The leave no one behind and human rights approach was also inputted signalling that there was a gender and human rights dimension planned. Yet, gender mainstreaming did not materialize fully in implementation.
- 167 The intervention has fulfilled to a great degree its functional and its aspirational plans. At a broader level, it has delivered institutional and individual capacity building products and processes to generate the conditions for resiliency and recovery within a developmental framework. At its functional level, the Output has been delivered in a substantially appropriate manner. The near future is crucial to impel sustainability factors that can aid in maintaining achievements and promote Dominica as a climate and disaster resilient nation.

LESSONS LEARNED

- 168 Rapid design to respond, impel recovery, and build resilience after hazards is complex in the sense that there is a need to act very quickly and be able to search for donors to fit with the needed tasks. Yet complexity that derives from multifaceted and tiered design can create misinterpretations as to expectations.
- 169 Although it is understood that design is to be rapidly implemented and with fast deployment of activities, outputs, etc., and that this does not allow for much planning at the moment of the natural disaster, specificity upon planning and inception is needed specially to implement. Also, when stakeholders are consulted this derives in delivery that is fully adapted to national situations.
- 170 It is not sufficient to include gender mainstreaming as an aspiration only or as one distinct sub-product, without cross-cutting gender mainstreaming and without imbedding and entrenching gender issues in all relevant activities, products, processes of an intervention.
- 171 Leadership and engagement of a receptor country is a necessary condition in general, but it is particularly crucial when a project supports a nation's vision to determinedly and cross-cuttingly deal with recovery and resiliency in a context of needs for institutional, individual, and community capacity building.
- 172 Institutional building through capacity enhancement are longer processes than a project life. Institutional and capacity building in a small island developing state in a context of increasing vulnerability to natural disasters associated with climate change is a long term multi-faceted process. It not only entails the generation of products and processes, but also uptake, intricate cross-sectoral linkages mechanisms across government ministries and agencies, financial planning, and leadership.
- 173 If sustainability factors are not imbedded in a project early on (at design/inception and start – up) for all levels of interventions, including small grants up to large institutional products, this may not occur and/or be left to individual non-programmatic initiatives.
- 174 Significance of communities and community-led initiatives cannot be underestimated in a framework of promoting all recovery and resiliency actions.
- 175 In country UNDP staff that not only understands the role of the agency but is also versant in local conditions and processes is invaluable and instrumental for delivery, monitoring and for assisting a country that is receiving cooperation to implement a project.

RECOMMENDATIONS

176 The recommendations are linked to the findings in this report. The first set of recommendations are for further programming (as a timeline of recommended implementation) and are directed to UNDP, both reinforcing and learning from best practices accumulated through the output being evaluated in this process or from the issues and challenges that arose during planning and implementation of this intervention. The second set of recommendations are for immediate follow up to this intervention and are therefore relevant to the Government of the Commonwealth of Dominica as well as to UNDP.

Recommendations for future programming

- 177 Project design in recovery and even in resiliency processes is unique and distinct in its development, different from many other types of project planning, yet it could and should contain some general applicable concepts. For instance, what is to be delivered should be specified at design and what is UNDP's mandate vis-à-vis implementation and relation with host country(ies) is to be explicit to be clear for all parties what an intervention is engages in and to be fully cognisant of expectations. Also, albeit with full consideration of the need to design quickly design, there should be fast-tracked consultations, at design and/or at inception, with local relevant stakeholders to properly fit the intervention with local conditions and local cycles, not only from donor's and from agency's supporting a process but also inward within the relevant governmental agencies involved.
- 178 Design should include effect and results indicators to the extent possible in a recovery/resiliency context. Also, design should include sustainability as a cross cutting theme.
- 179 Monitoring processes, templates, information requirements, and templates to be used in an intervention should be established before an intervention's start up.
- 180 Include gender mainstreaming as a cross-cutting matter, imbedded and entrenched in all relevant activities, products, processes of an intervention. Imbed the notion that participation of females in project activities is not gender mainstreaming.
- 181 Design, inception and delivery should all pay special attention to vulnerabilities and vulnerable conditions of population in recovery as well as in resiliency. Population exposed to vulnerable conditions or with vulnerabilities should be attended to regarding their special needs and capacities.
- 182 Financial flow (for start-up and for continued delivery) should be streamlined for all parties (donor, receptor country, UNDP). To the extent possible, and considering donor and agency requisites, there should be a degree of flexibility in financing and financial flows.
- 183 When monitoring and/or delivering a project dealing with institutional capacity building it should be acknowledged and act accordingly to the fact that this sort of result goes beyond a project cycle and that the uptake, use and execution of products and related mechanisms is

a long-term process that needs a series of developments and procedures as well as leadership to generate and maintain institutionality.

184 Knowledge management products and capacity building activities should be user friendly. They should acknowledge and try to surpass digital gaps (when working with remote communities, persons exposed to vulnerable situations, or vulnerable groups). For instance, knowledge management products should be also on paper and include appropriate means of dissemination. Digital means of transmitting knowledge and increase capacity should be user appropriate; when users do not have access to digital means, other forms of communication or conduits for capacity building should be sought.

4 Recommendations for Output follow-up

- 185 For the FTAF grants, work with the communities and groups that have shown results to generate further outcomes, replication and upscaling in the processes proven to be best for these grants (for instance, training of trainers). Also, help the communities and groups to generate and consolidate future results based on these grants' lessons learned (for example, by using technically appropriate means of knowledge and capacity transmission, by generating longer lasting KM products such as paper based materials) as well as by including further groups or issues that were not fully fledged or completely developed (such as gender mainstreaming).
- 186 Drive and induce the completion of processes and outcomes that have not been delivered or partially delivered thus far whenever possible before final closure of the CREAD-related products.
- 187 Generate the conditions and implement plans to strengthen and secure the sustainability of achievements. For this, it is recommended that institutionalization of mechanisms be strengthened or put into place considering all dimensions of sustainability (financial, political, governance, etc.) and that there is horizontal collaboration/engagement/dialogue between and among all relevant governmental institutions (line ministries, agencies, etc.).

ANNEXES

ANNEX 1: TERMS OF REFERENCE

Terms of Reference for ICs and RLAs through /GPN Express

Services/Work Description: Undertake a terminal evaluation of the project to determine impact, effectiveness and efficiency Project/Programme Title: Caribbean Recovery and Resilience Facility (Output 111433 only) Consultancy Title: Project Evaluator Duty Station: Remote work Duration: 2 months (20 days)

Expected start date: 26 June 2023

1. BACKGROUND

The passage of the two category 5 hurricanes highlighted critical weaknesses in climate change readiness in the affected countries, and also served to compound existing structural socio-economic inequalities. Major damages were experienced in countries' housing sectors, with between 85% and 95% of the housing stock in Dominica and Barbuda sustaining damage. In the BVI, houses throughout the Territory suffered wind damage to roofs and walls, water damage as a result of rain intrusion, or the impact of flying debris. Livelihoods were also significantly impacted, particularly in the agricultural, tourism and small business sectors, which account for substantial levels of employment and economic flows for many of the most vulnerable groups. There is likely to be increased unemployment in coming months as a result of hurricane damage to productive sectors of the economy, creating a risk of increases to poverty and social inequality. Immediate response and early-recovery activities in these and other sectors required substantial coordination and capacity, much of which was lacking in the affected countries.

Beyond the immediate impact in the affected islands, the 2017 hurricane season highlighted existing gaps in the overall disaster preparedness/risk reduction and in the resilience levels of the Caribbean region. With the increasing frequency and intensity of the hurricanes due to climate change, it becomes even more compelling to adopt a longterm approach and invest in strengthening resilience to these events

The impact of Irma and Maria has highlighted and further compounded key factors that contribute to peoples' socio-economic vulnerability i.e. exposure to hazards and stresses; inadequate infrastructure, fragile livelihoods; financial constrains; and limited national and local capacities. The project builds upon linkages between these factors, as well as ideas for action to promote resilience. Support towards sustainable livelihoods will address diversification, resilience to climate change, sustainable practices and development of added value chains. Strategic investments in climate change adaptation measures will be designed and piloted to demonstrate the value of innovative experiences and catalyst the expansion of successful programmes to produce the largest/most sustainable impacts.

The project will promote the application of best practices and lessons learnt from other post disaster contexts for the elaboration of gender responsive and people centred recovery strategies. This, together with the provision of support to ensure adequate national and local planning and implementing capacities as crucial to identifying and addressing the root causes of vulnerability both in terms of physical infrastructure and socio-economic vulnerability, including addressing social protection deficiencies and how these can be addressed to support short- and long-term recovery efforts.

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

The evaluation relates to output 1 of the project¹⁰ specifically tied to the resources allocated from Foreign Commonwealth Development Organization (FCDO) to the Climate Resilience Execution Agency in Dominica (CREAD)

¹⁰ Caribbean Recovery and Resilience (output 111433). The other 4 outputs (111434, 111435, 111436, 111437) were previously operationally closed

EVALUATION CRITERIA

RELEVANCE: Is the Intervention doing the right things? The extent to which the intervention objectives and design respond to global and national needs, policies and priorities and those of beneficiaries and partner institutions, and continue to do so as circumstances change.

EFFECTIVENESS: Is the intervention achieving its objectives? The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.

EFFICIENCY: How well are resources being used? The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.

SUSTAINABILITY: Will the benefits last? The extent to which the net benefits of the intervention continue or are likely to continue.

The following areas should also be considered in development of the evaluation matrix to be submitted by the consultant in the inception report

RELEVANCE

• Assess the relevance of the output/activity in the country context. How relevant this project component to the Government's needs and priorities? To what extent is this activity aligned with the policies and strategies of the Government?

EFFICIENCY

- Were the resources and inputs converted to outputs in a timely and cost-effective manner?
- Was UNDP accountability framework followed thoroughly throughout output/activity implementation?
- Conduct a financial assessment to monitor efficiency in spending vis-à-vis prioritized activities by Government.
- Was/is the management, coordination and monitoring efficient and appropriate given national realities?

EFFECTIVENESS

- Assess the overall performance of the project activities with regards to its strategy, objectives and indicators,
- If relevant, identify key issues and constraints that hindered achievement.
- What are the results achieved and how have they benefited target groups?
- Assess the degree of achievement of key activities across Dominica, providing disaggregated data on beneficiaries by age, gender, and geographic location.
- Assess degree of impact over women and vulnerable populations.

	Recommendations Table				
Recommendation #	TE Recommendation	Entity Responsible	Time Frame		
А	Category 1				
A.1	Key Recommendation				
A.2					
В	Category 2				
B.1	Key Recommendation				
B.2					
С	Category 3				
C.1	Key Recommendation				
C.2					

TRAVEL

All envisaged travel costs must be included in the financial proposal. This includes all travel to join duty station/repatriation travel. In general, UNDP should not accept travel costs exceeding those of an economy class ticket. Should the *Individual Consultant* wish to travel on a higher class he/she should do so using their own resources.

In the case of unforeseeable travel, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and Individual Consultant, prior to travel and will be reimbursed.

All covid restrictions and requirements must be followed.

3. Expected Outputs and deliverables

Deliverable 1: The inception report (with detailed description of the methodology, workplan, evaluation schedule, evaluation matrix) is produced. (10 to 15 pages) – Attachment 3

The consultant will present the context of the mission, the methodology of conducting the mission, the methodology of data collection and analysis, the chronogram of conduct of the mission. This report sets out the conceptual framework to be applied in the evaluation.

Deliverable 2: PowerPoint presentation prepared and delivered during the joint meeting of interested parties. This presentation will include initial findings based on the data collection activities conducted through interviews and surveys with programme stakeholders and partners according to the methodology delivered as part of the inception report

Deliverable 3: Draft Evaluation Report (Approximately 20 to 40 pages including executive Summary) – Attachment 2

This report will present the key findings based on the methodology outlined

Deliverable 4: Final evaluation report and Audit trail containing all required annexes submitted to UNDP and IP for final review and approval (Approximately 20 to 40 pages including executive summary). All evaluation products must address gender and human rights issues.

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

Expected deliverables and deadlines

<u>No.</u>	Deliverable	<u>Duration</u>	<u>Due Date</u> (after contract signature)	<u>% Payment</u>
1	Deliverable 1: Inception Report	4 days	One (1) week after signature of contract	20%
2	Deliverable 2: Presentation of draft findings	11 days	Three (3) weeks after contract signature	20%
3	Deliverable 3: Delivery of the first draft of the report	4 days	Five (5) weeks after contract signature	30%
4	Deliverable 4: Delivery of final evaluation report. Separately this should also include the audit trail detailing how questions, clarifications and questions have been addressed from the draft report	6 days	Seven (7) weeks after contract signature	30%
	Total	20 days		100%

Institutional arrangements/reporting lines

MONITORING/REPORTING REQUIREMENTS

The detailed schedule of the evaluation and the length of the assignment will be discussed with the evaluator prior to the assignment. The estimated duration of the assignment is up to 25 working days.

The final version of the comprehensive report with UNDP comments taken into consideration should be submitted to UNDP

MANAGEMENT AND IMPLEMENTATION

The project activities are directly implemented by the UNDP through the project office in Dominica. UNDP will apply the principle of Quality Management, by streamlining all internal working procedures, organizational structures and establishing standardized feedback and improvement mechanisms. The consultant will report directly to the Monitoring and Evaluation Associate in the UNDP Barbados and Eastern Caribbean Officer and ultimately to the UNDP Deputy Resident Representative, if required.

5. Experience and qualifications

I. Years of experience:

• At least five (5) years' documented experience in monitoring and evaluating projects and programmes, utilizing participatory approaches.

II. Competencies:

• At least three (3) years' documented experience in monitoring projects within disaster risk reduction, climate change and resilience or related field within the Caribbean or Small Island Developing States (SIDS).

- Experience of evaluating and reviewing projects within the UN system
- Demonstrated experience of undertaking project evaluations/reviews within the UN system
- Expertise in gender related programming/gender mainstreaming
- Good presentation, interpersonal and communication skills
- Ability to meet deadlines and prioritise multiple tasks
- Excellent report writing and editing skills
- Practical experience in organization management, strategic planning of associations and public organizations at the national and regional level;
- Experience in formulating development strategies and policies; Excellent public speaking and presentation skills

A. QUALIFICATIONS III. Academic Qualifications:

• Minimum of Bachelor Degree in Project Management; Management; Monitoring and Evaluation, Development, Humanities and Social Studies or closely related field

6. Payment Modality

7. Time and manner of Payment

Invoices shall be paid within thirty (30) days of the date of their acceptance by UNDP. UNDP shall make every effort to accept an original invoice or advise the Contractor of its non-acceptance within a reasonable time from receipt.

<u>N</u>	Io. <u>Deliverable</u> <u>Duration</u> <u>Due</u>	<u>e Date</u> (<i>after</i> <u>%</u>	Payment contract s	ignature)
1	Deliverable 1: Inception Report	4 days	One (1) week after signature of contract	20%
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4 Deliverable 4: Delivery of final evaluation report. Separately this should also include the audit trail detailing how questions, clarifications and questions have been addressed from the draft report		6 days	Seven (7) weeks after contract signature	30%
	Total	20 days		100%

ANNEX 2: EVALUATION MATRIX

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance			
• To what extent was the project in line with the national development priorities, outputs and outcomes, the UNDP Strategic Plan and the SDGs?	 Level of coherence between the project and key country priorities and planning documents 	plans Quarterly reports 	 Desk Review of Documents Interviews stakeholders
• To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach?	 Evidence of gender mainstreaming and empowerment throughout project implementation 	interviews and desk review	 Desk Review of Documents Interviews stakeholders
 To what extent were lessons learned from other relevant projects considered in the project's design? 	 Evidence of adaptation of lessons learned from similar interventions in the project document 	 Information collected through interviews and desk review 	 Desk Review Interviews stakeholders
 Have there been synergies and interlinkages between the project and other interventions? Is the project in alignment with other interventions in the same context (i.e., complementarity, harmonisation and coordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort) 	 Evidence of internal coherence Evidence of external coherence 	 Strategic plans Quarterly reports Information collected through interviews and desk reviews Field reports 	 Desk Review Interviews stakeholders

Effectiveness: To what extent have t	the expected outcome and the san	d objectives of the project been achiev	/ed?
 To what extent has progress been made towards goals, including gender equality, women's empowerment and other cross-cutting issues? What have been the achievements vis-à-vis indicators/effects as per the results framework? What key results and changes have been attained for men, women and vulnerable groups? 	 Target achievement for relevant indicators 	 Quarterly Reports Monitoring Reports Stakeholder testimony Field reports 	 Desk Review of Documents Interviews with project staff, stakeholders
 How were UNDP's specific roles (representation and above all monitoring tasks) applied in light of effectiveness and achievement of goals? 	 Target achievement for relevant indicators 	 Quarterly Reports Monitoring Reports Stakeholder testimony Field reports 	 Interviews with project staff, stakeholders.
Efficiency			
 To what extent has the project been delivered, its interventions and results in an economic and timely manner? To what extent were resources used efficiently? To what degree has there been "value for money" in implementation and delivery? 	 Cost efficient and timely delivery Alignment of expenditure 	 Steering Committee Meeting Reports Quarterly Reports Stakeholder/beneficiary testimony Donor Reports 	 Financial documents analysis Interviews with project staff, stakeholders.

Sustainability			
 To what extent did UNDP establish mechanisms to ensure the sustainability of the benefits outputs and outcome? To what extent have partners committed to provide continuing support to sustain the results? 	• Sustained effects	 Quarterly Reports Monitoring Reports 	• Desk Review of documents
 To what extent were sustainability factors imbedded in design? 	 Design incorporation of sustainability factors 	 Quarterly Reports Monitoring Reports Stakeholder testimony Field reports 	Desk reviewInterviews
 Are there specific examples of sustained effects and outputs? 	 Sustained effects and outputs 	 Quarterly Reports Monitoring Reports Stakeholder testimony Field reports 	Desk reviewInterviews
 Cross cutting issues 			
 Were different needs of persons (women, elderly, youth) incorporated in design and subsequently implementation with a human rights approach? How were gender and empowerment issues incorporated? Did this incorporation if it took place have lasting effects on policy and governmental activities 	• Evidence of incorporation	Project planning documents • Project reporting	• Desk Review of documents Interviews

ANNEX 3: LIST OF STAKEHOLDERS EVALUATION ENGAGED WITH

Name	Organization	
Marlon Clarke Programme Analyst, Prevention Recovery and Resilience Cluster, UNDP Barba the Eastern Caribbean		
Sacha Lindo	Monitoring and Evaluation Associate, UNDP Barbados and the Eastern Caribbean	
Anderson Parillon	Monitoring and Evaluation officer, UNDP Dominica	
Avis Talbot	Operations Coordinator, UNDP	
Gerard Jean-Jacques	Chief Development Planner (Ag.), Ministry of Finance and Economic Development, Dominica	
Gloria Joseph	oseph Ministry of Labour – Permanent Secretary, Dominica	
Glenroy Toussaint	Local Government Commissioner, Ministry of Culture, Youth, Sports and Community Development, Dominica	
Queen F. Thomas	District Education Officer - South (Ag), Ministry of Education, Human Resource Planning, Vocational Training and National Excellence, Dominica	
Samuel Carrette	Climate Resilience Executive Agency of Dominica (CREAD)	
Sylvanie Burton	ylvanie Burton Permanent Secretary, Ministry of Environment, Rural Modernisation, Kalinago Upliftment and Constituency Empowerment of Dominica	
Kerry Constant	Ministry of Public works, Public Utilities and Digital Economy, GoCD	
Richard Carter	UK's Foreign Commonwealth Development Office (FCDO)	

ANNEX 4: MULTI-YEAR BUDGET

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned	Budget by Y	′ear / £		RESPO	PLANNE	D BUDGET	
0017013	ACTIVITES	Y1	Y2	Y3	Y4	NSIBLE PARTY	Source	Budget Description	Amount / £
Output 1 – Oversight of CREAD and	1.1 Monitori ng and financial							Personnel	230,000
other DFID investments	manage ment oversight	61,500	57,500	57,500	57,500	UNDP	DFID	Equipment & Furniture	4,000
	1.2 Represe ntation and administ ration	35,000	35,000	35,000	35,000	UNDP	DFID	Personnel	140,000
	1.3 Commun ications	4,000	4,000	4,000	4,000	UNDP	DFID	Consultant services	16,000
	1.4 Operatio							Office costs	40,000
	nal costs	14,000	14,000	14,000	14,000	UNDP	DFID	Transportat ion	16,000
	1.5 Direct project costs ¹¹					UNDP	DFID	DPC	58,217
	1.6 GMS (8%)					UNDP	DFID	GMS	40,337
	1.7 Coordina tion Levy (1%)					UN	DFID	Levy	5,446
	Sub-Total for O	utput 1							550,000
Output 2 – Capacity Development	2.1 Capacity building to be determined					UNDP	DFID	Consultant services	229,190
								Training	
	2.2 GMS (8%)					UNDP	DFID	GMS	18,335
	2.3 Coordination Levy (1%)					UN	DFID	Levy	2,475
	Sub-Total for O	utput 2	I	1	I				250,000

¹¹ Direct project costs (DPC) are organizational costs incurred in the implementation of a development activity or service provided by UNDP that can be directly traced and attributed to that development activity or service. DPC to be incurred to carry out the Capacity Development activities are also budgeted under this line based on the discussion between DFID and UNDP held on 5 March, 2019.

TOTAL

800,000

ANNEX 5: LISTING OF SOME OF THE MEETINGS CONVENED MAINLY UNDER TASK 1.

- July to September 2019 first meeting between the agencies under the agreement to help frame FCDO expectations relating to reporting requirements; exchange information on the CRRP and the overall progress of Government in moving recovery forward and; discussions/expectations of the UNDP M&E Officer.
- October to December 2019 Discussion on upcoming missions as well as the expected content and deadline for the FCDO assessment documents
- January to March 2020 Discussion on the launch of the FTAF; discussion around expectations and recommendations around political analysis and partnership
- April to June 2020 Discussion on the resignation of the two (2) top executives at CREAD; updates on the FTAF and the CREAD programme
- October to December 2020 Discussion with selected consultant on the recommended procedure and deadline for FCDO expected content and deadline for the FCDO assessment documents
- January 2021 to March 2023, a total of twelve (12) meetings were convened between UNDP and FCDO. The first of these meeting convened was to first introduce the new M& E Officer to the FCDO team and to discuss the recommendations from the Annual review inclusive of the development of a monitoring plan for CREAD.
- Additional meetings convened with specific aims:
- Discuss monitoring plan and to include other areas of CREAD non-capital works incorporated into monitoring plan. Also, discussions held on recommendations from FCDO on their analysis coming from the FTAF third call for proposals.
- Discuss the UK FCDO Annual Statement of Progress for the Fiduciary Risk Assessment and the Annual Report on Dominica's commitment to the Partnership Principles for 2021 and 2022. Introductory meeting with consultant contracted to perform this exercise to outline expected deliverables that should be achieved.
- Discuss post training assessment to be conducted on all FTAF projects that have been completed in 2022 and those that will be completed in 2022; an assessment of the FTAF programme; a discussion on M&E plan and finalization of the indicators for the non-capital projects. Also discussed that an assessment/evaluation of the FTAF should be completed before project closure.

ANNEX 6: UPDATES ON CREAD PROGRAMME OF ACTIVITIES

RESILIENCE RESULT AREAS	ACTIVITIES	PROGRESS AS OF 31 MARCH 2023
ROBUST ECONOMY	Completion of insurance solution	Expansion of FHP to national coverage. Discussions continue for the roll out of the FHP. CREAD initiated discussions with the Howden Group and they are considering a grant subsidy to reduce the cost of premium payments for policy holders.
	Develop draft comprehensive strategy post symposium for developing digital economy	Strategy delivered for Digital Economy and approved by Cabinet.
	Support to DEXIA/Cocoa Cluster Development Programme on sector financial model	Ongoing sectoral support DEXIA/Cocoa Cluster Development Programme. The Cocoa Cluster Development programme has ended. The model was handed over to the Ministry of Agriculture where they have full access. The objective has been met and the relevant authorities can now access the model.
	Develop modules and	Expand training for MSME's completed
	undertake comprehensive	Develop training videos in collaboration with the SBU
	training of range of MSMEs on basic business skills	MSME training videos was handed over to the Ministry of Labour, Public Service Reform, Social Partnership, Entrepreneurship and Small Business Development
		Handover responsibilities to Small Business Unit (SBU)
	Development of an MSME Handbook	MSME Handbook was handed over to the Ministry of Labour, Public Service Reform, Social Partnership, Entrepreneurship and Small Business Development
		Distribution and support to MSME's on key areas detailed in the handbook and handover to the SBU of the Ministry of Tourism
	Development of an MSME Database	MSME Database was handed over to the Ministry of Labour, Public Service Reform, Social Partnership, Entrepreneurship and Small Business Development
		Maintain, update, and provide data management training to staff of the SBU. Work continues the migration of the training content of the MSME Business Management Training to the webpage hosted on the Small Business Support Unit
		Conduct Digital survey. Create Caribbean was first engaged to conduct the survey and a total of 392 businesses were surveyed. Thereafter, CREAD worked directly with 20 student volunteers from the Dominica State College during January and February 2023 and captured data from an additional 567 businesses. From the entire survey project, a total of 959 businesses were engaged, of which 612 (64%) took the survey and 347 (36%) declined.
		Handover of Database to SBU and provide support as required
		Finalized concept and structure for MSME Business Forum
		Finalized syllabus and courses for the MSME Business Forum In collaboration with SBU, Dominica State College and Dominica Youth Business Trust, organize capacity building activities ensuring gender and inclusion considerations particularly of persons with disabilities.
	Support development of Resilient Agriculture Policy	Agricultural Transformation Strategy. Assist with implementation of Policy and Strategy. The GCAR Concept Note and Road Map documents were presented. Changes were made following government suggestions and the revised document was circulated to the Technical Working Group.
	Undertake assessment in Macro unit, Conduct training	Capacity at the Ministry of Finance enhanced - Macro/Fiscal performance report produced

RESILIENCE RESULT AREAS	ACTIVITIES	PROGRESS AS OF 31 MARCH 2023
	Potentially provide light-touch support to Dominica Essential Oils and Spices Cooperative (DEOSC) on business model development, design, and construction of distillery (once land allocation issues are solved)	DEOSC to provide CREAD and Ministry for Community Development with updated business plan and intended next steps, to determine if there is any additional support required of CREAD— and resource accordingly. A draft sectoral plan was developed and is still awaiting feedback from stakeholders.
	Undertake assessment of competitive sub-sectors	Assessment report prepared - Industry plans developed
	Review outcomes for doing business. Meet with Stakeholders	Action plan developed for doing business - Action taken and outcomes improved
	Undertake assessment of service industry.	Action Plan implemented service industry - Visible improvement in service industry
STRONG COMMUNITIES	Coordinating with Local Government Division, Office of Disaster Management Village Councils	Undertake detailed assessment of all communities in Dominica, address gaps in Disaster Management Committees, and propose solutions to ensure that communities are self-sufficient in water, food, back-up power, telecommunications, and basic health care for a period of 15 days (CRRP Target) CREAD is continuing its collaboration with the Dominica Red Cross and the Local Government Division (LGD). Disaster Management Plans have been substantially completed (95%) for the remaining 10 more vulnerable communities.
		communities Community Emergency Readiness Initiative (CERI) programmes have been completed
		Construction commences for infrastructure upgrades in top 5 most vulnerable communities, and active fundraising for additional community upgrades in line with scale-up plan begins. Ongoing.
		Infrastructure upgrades completed for top 5 most vulnerable communities Infrastructure upgrades completed for an additional 5 most vulnerable communities. Ongoing. CREAD has been working with the Dominica Association of local authority for the retrofitting of shelters such as Community resource centres, schools, and churches.
		Disaster Management Plans (DMPs) and Infrastructure Assessments for 60% of most and more vulnerable communities completed. To complete the establishment, resuscitation of Disaster Management Committees and Disaster Management Plans (DMP) in all communities in Dominica, CREAD met with the Local Government Division and the Dominica Red Cross to devise a planned approach. It was agreed that the parties would collaborate to first complete the DMP's for the Most and More Vulnerable communities and thereafter all other communities to ensure that all DMP's were finalized by June 2023.
		DMPs and Infrastructure Assessments for 100% of all communities. Disaster Contingency Plans for Five (5) Organizations CHANCES, DADP, Grotto Home, Home for the Aged, Alpha Centre, completed. Ongoing

RESILIENCE RESULT AREAS	ACTIVITIES	PROGRESS AS OF 31 MARCH 2023
		Disaster Contingency Plans are completed for all main vulnerable group organizations in Dominica. Ongoing and 70% completed
		Capacity building and training conducted with Local Government and ODM. Ongoing. Shelter management training has been completed.
		Physical and Social Vulnerability Assessments in all communities regarding the needs of women, children, the elderly and PWD. Ongoing.
		Emergency shelters equipped with supplies including water storage, power, and communications back up, first aid and emergency equipment for 15 days in all communities. Most of the shelters are already equipped with those supplies. Ongoing to equip the other shelters. All shelters have first aid kits while a few have a solar system and generator. 75% of shelters are equipped with supplies. There is a mandate to have all shelters equipped with supplies by June 2023.
	Collaborate with Ministry of Education, Ministry of Youth Development, Ministry of Governance, and the Dominica State College to define, mission, vision, and management of EORO	EORO launched in new school/community
	Secure Funding for EORO through current ministerial programs and donor funding	Budget and resource list for EORO finalized and approved by lead Ministry
	Conduct survey of parents, students, and teachers to determine after school programs for new school/community	EORO programmes for new school/community approved and finalized by lead Ministry
	Recruit at least 2 Youth Volunteers and 1 Adult Facilitator/Mentor for each after school program	Facilitators and volunteers identified and approved for each EORO programme
	Launch EORO in new schools/community	EORO programmes launched in new school/community
	Monitor & Evaluation Term 1 of program to plan for Term 2	Written evaluation completed of EORO programmes in new community Climate Talk Series and youth environmental leadership training Expansion of environmental clubs by 10
	Resilient Housing Scheme	Clarity on how many new homes needed, who needs them, and where they should be built. Building Assessment to be carried out CREAD is providing more direct support to the HRP project to resolve some challenges, with CREAD's Senior Engineer performing the functions of Project Manager of the PIU. The ceiling amounts within the design and supervision contract are projected to be exhausted in Apr 2023. The reasoning for these ceiling amounts being exceeded prior to the duration of the contract being exhausted is being investigated. The statistics remain unchanged where a total of 328 tender packs have been issued, 271 contracts signed, and 251 constructions started. 109 homes have reached practical completion, and 64

h Building [Damage] sment 2.0 to assess ent housing gap' opment of a dynamic hal inventory of assets for ousing sector in of innovative financial icts and recommendations w priority risk reduction ures can be financed gh a results-based sing mechanism e line of credit and/or appropriate financing, tially from Global Risk cing mue implementation of	Comprehensive initiative conceptualized, covering building codes, contractor behaviour, low cost, and easily available financing for homeowners to reconstruct or retrofit homes, reduced insurance premiums for well-built homes. Ongoing. Resilient Building Gap Assessment. Some questions are being integrated into the national census. Database of historical disaster loss for all severities of events, disaggregated by sector Trainings for MoF staff and other ministries in mainstreaming DRF into financial planning, hazard risk assessment, delivered through workshops and south-south knowledge exchanges Blueprint for an innovative disaster risk financing instrument for the housing sector (e.g., collaboration with CCRIF SPC, CROSQ and CDEMA). Handed over to the Ministry of Housing
sment 2.0 to assess ent housing gap' opment of a dynamic nal inventory of assets for ousing sector n of innovative financial icts and recommendations w priority risk reduction ures can be financed gh a results-based cing mechanism e line of credit and/or appropriate financing, tially from Global Risk cing	 the national census. Database of historical disaster loss for all severities of events, disaggregated by sector Trainings for MoF staff and other ministries in mainstreaming DRF into financial planning, hazard risk assessment, delivered through workshops and south-south knowledge exchanges Blueprint for an innovative disaster risk financing instrument for the housing sector (e.g., collaboration with CCRIF SPC, CROSQ and CDEMA). Handed over
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e line of credit and/or appropriate financing, tially from Global Risk cing	sector (e.g., collaboration with CCRIF SPC, CROSQ and CDEMA). Handed over
ue implementation of	
g Bodies Strong Minds 1) programs in Newtown & ere	Confirm details of Koudmen Domnik on concept, roles and responsibilities, funding sources and key milestones with Ministry of Governance (and other partners, incl. Dominica State College). Final report for the Strong Bodies, Strong Minds Pilot Project was submitted by the President of the National Youth Council of Dominica (NYCD) for review. The document has been reviewed and signed off by UWTT
inate with key Ministries ect targeted communities	Four (4) pilot communities to implement one each of: I) community garden ii) primary school garden iii) community beautification program • Two (2) communities to implement Koudmen Day. Five (5) communities to create skills register as basis of Apprenticeship/Mentorship program. This has not been started
w of Policies, Strategic Regulations of various tries and Divisions	Revised plans, regulations Social Welfare Policy CREAD has secured from each Ministry an identified focal point to work with CREAD and the Chief Development Planner from the Ministry responsible for Economic Planning to ensure that all Strategic Plans are revised and updated and that reporting on the resilience indicators takes place in April to serve as the baseline.
op an enhanced Public r Performance Appraisal n Enabling legislative v to support utionalising resilience Community eness	Consultancy - convert course material into online training. Socialization of online training Review of legislation that impacts resilience to identify gaps and assess sufficiency. A list of legislation has been compiled. CRRP awareness raising workshop Strengthened Institutional Systems After a series of meetings with Permanent Secretaries, CREAD remains in close contact with the office of the Chief Development Planner to ensure the following: Ministries report on CRRP Indicators as agreed. Resilience Officers are appointed.
	op an enhanced Public Performance Appraisal n Enabling legislative v to support Itionalising resilience Community

RESILIENCE RESULT AREAS	ACTIVITIES	PROGRESS AS OF 31 MARCH 2023
		All Ministries are expected to report on the attainment of CRRP targets, based on agreed indicators. There has been slow compliance by Ministries on reporting on the CRRP indicators. This was raised with the Minister of Finance, Economic Development, Climate Resilience and Social Security and has been raised by him at the Cabinet level for follow up by the Cabinet Secretary with Permanent Secretaries.
	Guidance for businesses on resilience planning	Provision of training materials and facilitate training for Chief Resilience Officers Supporting training on climate finance proposal writing for government staff. This activity is ongoing.
	Resilience standards for key sectors (tourism, agriculture, housing and align with Public Works framework)	Development of standards in four key sectors. Ongoing
	Support the MoPWDE with the transformation to enable support and/or management and monitoring of infrastructure projects for the whole of government	Develop transformation plan, key milestones. Identify key systems and processes for development /revision. Ongoing
Protecting and Sustainably Leveraging Natural and Other Unique Assets	Database of land tenancy or indication of land ownership and size in the areas initially identified by Cultivo as apt for rehabilitation	Ministry of Environment briefed on scope of Cultivo engagement, and signatory to MOU (to ensure that activities stay on track). Awaiting 2021 census data
	Lidar survey data used to develop projects	Ongoing

ANNEX 7: FTAF GRANTS

GRANTS FROM FIRST FTAF CALL		
GoCD Ministries	Project Name	Project status
Ministry of Economic Affairs, Planning, Resilience Sustainable Development, Telecommunications and Broadcasting	Climate Smart Database System Training Programme	Project Completed
Office of the Prime Minister/Establishmen t, Personnel and Training Department	Enhanced Performance Management – Online Training	Objective: To reduce the number of days spent in workshops, evaluate training undertaken by staff, align training with service delivery using the performance appraisal system and ensure delivery of the strategic objectives.
in anning Department	Platform	Nine (female) officers trained on loading courses on Moodle platform as an avenue for the transition of training from face to face to virtual engagement (particularly relevant during the COVID-19 pandemic) and to increase participation so that public servants spend less time away from offices when training conducted on-line. Training in design and upload courses.
GRANTS FROM SECOND FTAF CALL		

GoCD Ministries	Project Name	Project status
Ministry of Community	Community	Objective: To strengthen community-led approaches and preparedness actions at all levels,
Development, Sports,	Emergency	Strengthen the Community Structures (Village Councils and Disaster Management
Culture & Community -	Readiness	Committees) capacity to respond in emergencies and to build a cadre of trained persons in
Division of Local	Initiative project –	Emergency Response.
Government &	Phase 1	
Community		Ten Village Councils and ten Community Disaster Management Committees in the most
Development		vulnerable areas strengthened with the aim to be in a better position to coordinate disaster
		management and respond to hazards more effectively and efficiently at the community level.
		A total of two hundred and twelve individuals trained (140 females, 72 males community
		members). Twenty-three field officers from critical divisions within the public service were
		exposed to a Training of Trainers Module to strengthen community psycho-social support
		during and after an emergency or disaster.
Ministry of Economic	Installation of	Objective: Procure and install Digipeater equipment and systems at two mountain sites
Affairs, Planning	Digipeaters for	powered by solar system, Training of local technicians on network installation and
Resilience, Sustainable	Emergency	maintenance, for creation of a resilient digipeater network serving as relay stations for hams
Develop,	Communications	and emergency responders and to obtain a GPRS device.
Telecommunications	Network	
& Broadcasting		Sixty-two participants (38 males and 24 females) trained in the various aspects of the project.
		Installation of repeaters, digipeaters and their supporting systems created a resilient Amateur
		Radio Network not only for emergency responders but will also enable voice and data
		communication between citizens, public exchange of information, situational reporting and for
		requesting assistance in times of disasters. Operators with low budget VHF systems are now
		able to access to the Win Link network because of the installation of the digipeater network.
		While with the enhanced coverage and reliability of the newly installed voice repeater network
		operators in the north and east of Dominica now has the ability to be part of the emergency
		communication network. Applications of the network extend beyond emergency
		communication. Using the digipeater network, data is being acquired for tracing trails to the
		mountain installation sites, helping in the upkeep and maintenance of the trails. Currently,
		using real time situation reports in APRS a program is being implemented for tracking whales
		in the surrounding waters of Dominica in collaboration with CETI and the rehabilitation of the
		WAITUKUBULI national trail.
Ministry of Economic	Project	Objective: To establish a M&E framework and plan, develop reporting and analytical M&E
Affairs, Planning	Management/	system, capacity building in the Ministry of Economic Affairs and Planning and other line
Resilience, Sustainable	Coordination –	ministries and Increase evidence-based decision making.

	_	
Develop,	Monitoring &	
Telecommunications	Evaluation	Eighteen officers (8 females and 5 males) trained in the use of the platform and produce a
& Broadcasting	Capacity Building	consultancy report to include lessons learnt and recommendations. GoCD now has a user- friendly M&E system to increase efficiency and effectiveness in the monitoring the implementation of its capital projects. Consultancy immersed several key actors in the monitoring of capital projects in the use of the software, facilitating the installation of the system in the work processes of the Public Service and GoCD now has functional software that will improve the task of reporting on progress with its PSIP portfolio and resiliency agenda.
Ministry of Economic	Training in	Objective: To develop expertise in writing funding proposals to access climate finance, develop
Affairs, Planning	Proposal Writing	understanding of the climate finance architecture, develop a GCF proposal and improve project
Resilience, Sustainable		design skills amongst GOCD staff.
Develop,		
Telecommunications		Forty-five senior public officers (29 females, 16 males) informed to key concepts and dynamics
& Broadcasting		of developing feasible proposals for the consideration of climate finance partners. Fifteen
		public officers trained to produce/lead the development of concept notes for feasible proposals. Three draft concept notes were further developed by Ministries and submission to
		climate finance partners for financing of transformative projects that aim at climate change
		adaptation.
GRANTS FROM THIRD FTAF CALL		

GoCD Ministries	Project Name	Project status
Cabinet Office	Advancing Development Management Training in the Public Service of the Commonwealth of Dominica	Objective: To provide training for the public service to change the practice of public administration in the public service to one of a vibrant and dynamic development management. Train high-level managers and supervisors in the public service in Development Management. Modules on Caribbean Economy, Fundamental of Disaster Risk Management, Developing Leadership Presence and Strategic Planning and Management. From 32 to 50 participants completed different training modules.
Ministry of Education, Human Resource Planning, Vocational Training & National Excellence	Each One Reach One – Youth Resilience Initiative	Objective: To provide students in four primary schools in Dominica with the platform to develop/enhance their creativity, physical fitness, confidence, and self-esteem. Ninety-three students (40 males and 53 females) from four targeted schools were enrolled in the project. One hundred and one youth leaders trained in environmental awareness. Sixteen teachers also participated in environmental awareness workshop and are actively assisting students with their projects level. Seventeen schools assisted to revamp their environmental and 4H clubs through training. Students trained in developing creative skills through practical sessions focused on visual and performing arts, also engaged in programs geared at living a healthy lifestyle such as physical education activity and food preparation, agriculture, and sustainable living. Students also received opportunities to learn about and practice etiquette skills. Additionally, students also received further hands-on practical training in ICT.
Ministry of Sports, Culture & Community Development	Community Emergency Readiness Initiative (CERI) Phase 2	Objective: To strengthen the community-led approaches and preparedness actions at all levels, Strengthen the Community Structures (Village Councils and Disaster Management Committees) capacity to respond in emergencies and to build a cadre of trained persons in Emergency Response. Fifteen Village Councils and 17 Community Disaster Management Committees strengthened to provide greater coordination to community-based disaster management initiatives. Contributed to completion of eight Community Disaster Plans to serve as blueprint for communities' approach to building resilience at community level. Four hundred and thirty-nine community members (272 females, 167 males) in 26 most vulnerable communities exposed to training to enhance capacity to respond to disasters in more effective/efficient manner.

Ministry of Youth Dev. And Empowerment, Youth at Risk, Gender affairs, Senior Security and Dominicans with Disabilities	Building Resilience and Capacity of Caregivers of the Yes, We Care Programme	Objective: To provide basic training in Disaster management, Geriatrics, First Aid, Counselling, Feeding and Nutrition and sensitization on the NDRS and CRRP. Eight hundred and twenty-seven persons, all females, trained. Including training in Disaster Management, Geriatrics, First Aid, Basic Counselling, Sensitization sessions on NDRS and CRRP, Basic feeding and Nutrition for the elderly and Basic Massages.
Ministry of Youth Dev. And Empowerment, Youth at Risk, Gender affairs, Senior Security and Dominicans with Disabilities	Strengthening Gender Mainstreaming Capacity for a Climate Resilient Dominica	Objective: To strengthen CRRP executors' capacity on mainstreaming gender. Twenty-three public officers and representatives from key organizations (6 males; 17 female) trained in gender mainstreaming and analysis. Government ministries participating including the Ministries of Governance, Environment, Education, Youth Development and Empowerment, Planning, Blue and Green Economy, National Security and Trade. The Gender Mainstreaming Toolkit developed Also 121 persons participated in the agricultural training
Ministry of Economic Affairs, Planning Resilience, Sustainable Develop, Telecommunications & Broadcasting	Resilience Mapping Action Plan and Awareness- Raising for Public Officials in Dominica	Objective: To develop capacities to integrate Dominica's resilience agenda into planning processes across the GoCD and enhance knowledge of CRRP goals and targets within civil service. Ninety-six public officers (65 females and 31 males) attended training in CRRP awareness with nineteen participants (12 females and 7 males) developing a template for the development of ministerial strategic plans and individual resilience results frameworks. This resulted in the development of a database of resilience initiatives that can be used to support Ministries in strategic planning (helping them to clearly identify how these initiatives contribute to the CRRP). Additionally increased efficiency and effectiveness in planning through the development of a new strategic planning template and resilience results framework was developed to be inserted in all Strategic Plans.

GRANTS FROM FOURTH FTAF CALL

GoCD Ministries	Project Name	Project status
Cabinet Office	Communications and awareness survey	Objective: To determine awareness and familiarity with CREAD and to access knowledge of CREAD's role in Dominica and its work through projects and initiatives also, to have 90% of the population able to identify the pillars of resilience.
		Seventy-eight participated in the school online survey from Grades 4, 5 & 6 or 5 Primary Schools; 39 School Staff and volunteers took part in the school's focus group discussions; 252 Adults in the General Public took the public online survey and 56 Adults from targeted communities participated in the community focus group discussions. Consensus from the survey was that CREAD is not widely or sufficiently known among certain sections of Dominica's population. However, the conclusion was that the agency's work is better known than the organization itself. Information on preferred mediums of communication will be used to guide CREAD'S communication efforts.

ANNEX 8: LIST OF CONSULTED DOCUMENTS AND INFORMATION SOURCES

- FCDO. Annex 2 UNDP DFID Contribution Arrangement UNDP Concept Note Third Party Monitoring 8 May 2019.
- FCDO. Support to CREAD Annual Review Report 2022
- FCDO. 2022 Annual Report Revised.
- FCDO. Annex 1 DFID UNDP Contribution Arrangement DFID Business Case.
- FCDO. Annex A DFID UNDP Contribution Arrangement 300686-102
- FCDO. Programme Completion Review CREAD.
- FCDO. Support to the Climate Resilience Execution Agency of Dominica Programme Completion Review Final.
- OECD/DAC Network on Development Evaluation. Better Criteria for Better Evaluation. Revised Evaluation Criteria Definitions and Principles for Use. February 2020.
- UNDP Caribbean Recovery and Resilience Programme (CariPro). Project Document. 2018.
- UNDP Strategic Plan, 2018-2021.
- UNDP Strategic Plan, 2022-2025.
- UNDP. *Independent Country Programme Evaluation*. Barbados and the Eastern Caribbean. January 2021.
- UNDP. Political Policy Dev-Dominica July 2022 Monthly Report.
- UNDP. CREAD Final Report. March 2023.
- UNDP. Progress Report. Report Jan to Dec 2020.
- UNDP. Progress Report. Report Jan to June 2020.
- UNDP. Progress Report. Report Apr to June 2021.
- UNDP. Progress Report. Report Jan to Mar 2021.

ANNEX 9: UNITED NATIONS EVALUATION GROUP CODE OF CONDUCT FOR EVALUATION IN THE UN SYSTEM EVALUATION CONSULTANTS' AGREEMENT FORM

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.

2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.

3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.

4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.

5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.

6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.

7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form¹²

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

Name of Consultant: Maria ONESTINI

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

Signed at Siena, Italy on July 10th 2023.-

¹² www.unevaluation.org/unegcodeofconduct

Signature: Signature: