**FINAL EVALUATION REPORT - SUMMARY**

Mid-Term Evaluation (MTE) of the Insurance and Risk Finance Facility (IRFF)

## Description of the intervention

The UNDP has hired an independent consultant to undertake the Mid-Term Evaluation (MTE) of the “Insurance and Risk Finance Facility” hereafter referred to as “IRFF”. The project started on 1st October 2020 for an initial period of five years and three months until 31st December 2025. The IRFF obtained an extension of two years, until 31st December 2027. The initial budget as stated in the initial project document was US$ 60 million, solely financed by the German Federal Ministry for Economic Cooperation and Development (BMZ). The revised project document of March 2024 states total budget requirements of US$ 110 million to be funded by multiple partners.

This MTE has been contractually foreseen in the project document and has been included in the UNDP evaluation plan.

UNDP’s vision for its Insurance and Risk Finance Facility is “to work with governments and partners to develop and implement innovative, scalable insurance solutions to contribute to tackling risk, building financial resilience and combatting both vulnerability and long-term poverty” .

UNDP partners with governments, development and commercial banks, financial institutions, and the private sector to achieve its US$1 trillion Finance Moonshot by promoting investment towards the SDGs, as outlined in UNDPs Strategic Plan 2022-2025.

Insurance is a critical enabler of investment and IRFF relates especially to the Strategic Plan’s Integrated results and resources framework enabler 3 "E.3 Public and private financing for the achievement of the SDGs expanded at global, regional, and national levels” and its two indicators:

- E.3.1 Amount (in US dollars) of public and private finance leveraged for the SDGs.

- E.3.2 Number of policies and regulatory and institutional frameworks developed and adopted by public and private actors to align public and private finance with the SDGs.

The IRFF is structured with six different outputs which contribute to the single outcome of the project: “Country and community long-term resilience improved by development and delivery of insurance and risk finance solutions”: Output 1. Resilient Households, Businesses and Food Systems, Output 2. Resilient countries and communities, Output 3. Resilient Nature, Output 4. Resilient Investments, Output 5. Safeguarding & incentivising development, Output 6. advocacy, partnerships and innovation. Because this outcome is not evaluable at the time of the MTE, an alternative outcome was suggested in the vetted inception report that was used during the MTE: “Increased interaction with governments and partners to develop and implement innovative, scalable insurance solutions and policies to contribute to tackling risks, building financial resilience and combatting both vulnerability and long-term poverty”.[[1]](#footnote-2) The revised project document contains 32 output indicators to appraise the project’s progress according to the revised project Results Framework.

## Evaluation purpose, objectives, audience and uses

The main objective of this MTE is to “assess progress towards the achievement of the project objectives and outcomes as specified in the Project Document and assess early signs of project success or failure with the goal of identifying the necessary changes to be made in order to set the project on-track and achieve its intended results”[[2]](#footnote-3). The MTE also reviewed the project’s strategy and its risks to sustainability.

The criteria for the evaluation are standard evaluation criteria defined by the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD) and the United Nations Evaluation Group (UNEG): relevance, efficiency, effectiveness, and sustainability. The evaluation also assessed the cross-cutting normative principles of the United Nations namely regarding the Human Rights Based Approach and the inclusion of Gender Equality as a specific line of inquiry, following the UNEG guidance materials[[3]](#footnote-4). Specifically, the MTE assessed progress towards project outputs and outcomes as specified in the project document and its subsequent revision. The MTE is making recommendations on potential areas of improvement for the future and drawing lessons from the implementation of the IRFF to date.

The scope of the final evaluation is the entire implementation period of the IRFF since its start on 1st October 2020 until the time of the MTE.

This MTE is meant to provide evidence of results and accountability to UNDP, SFH, IRFF, the Project Board (PB), UNDP Management, project partners, participating countries. It may be published for dissemination and communication purposes and shared with development partners, UN agencies, civil society, and the private sector. In line with UNDP policy, it will be placed in the public domain on the website <https://erc.undp.org>.

## Key aspects of the evaluation methods and approach

This MTE used a utilization-focused evaluation approach that has been a reference for quality evaluations[[4]](#footnote-5). The MTE was essentially qualitative, drawing from perspectives leveraged from 93 Key Informant Interviews (KII) and using the monitoring data available from the IRFF. The MTE used a combination of methods (mixed methods) that included:

1. Desk review of available documentation, leading to the preparation of the inception report; additional documents were provided along with the audit trail and are included in the bibliographical annex;
2. 93 Individual Key Informant Interviews (KII) with key project stakeholders: 28 held at the global level, 65 held in the six purposively targeted project countries. A total of 116 persons were interviewed through the 93 KII (41 women, 75 men). Of the 93 interviews, 28 were conducted remotely with Global Level partners, while 65 were carried out across the six countries that had been selected for data collection. Total interview time was 5,135 minutes (e.g. almost 86 hours) with an average interview time of 55 minutes.
3. Field work was conducted in two countries (Colombia and Tanzania with a total of 29 KII), while remote data collection was conducted in Ghana, Pakistan, India and Uzbekistan (with a total of 36 KII). Originally it was planned to have 3 countries for physical data collection and 3 for remote data collection. But considering efficiency and budgetary requirements, field work was limited to two countries, while four countries underwent virtual data collection. Interviews in Colombia were held in Spanish (the evaluator is fully trilingual English-Spanish-French) and interpretation services were provided for Uzbekistan for four KII.
4. Content analysis and iteration was used for the notes taken on anonymised questionnaires which include the ratings and a qualitative explanation of the rating.

## Key findings

The Insurance and Risk Finance Facility is a visionary and innovative mechanism that allows UNDP to engage at a higher level at global, regional and country levels. IRFF has enormous potential to support resilience building for all citizens in most countries while also building government resilience to shocks and crises. It is a potential game-changer provided UNDP is willing to make the necessary adjustments and change its own rules and regulations to enable full and fruitful partnership with the private sector’s insurance industry. IRFF is a long-term mechanism which should not be expected to fully blossom over the short term. Its design was initially overly optimistic and ambitious, but most importantly did not reflect the reality of the times required to operationally engage with governments, UNDP, the Insurance Development Forum (IDF) and the InsuResilience Solutions Fund (ISF). It also adopted a results framework with some indicators set at the impact level, something that can only be achieved over a longer period. This indicates insufficient technical internal guidance on results-based management and is a lesson learnt for UNDP.

As an entirely new and innovative approach within the UNDP structure, IRFF has struggled to define a project document to support its activities, objectives and vision with limited success. Insufficient technical expertise from Results-Based Management (RBM) and Monitoring and Evaluation (M&E staff) were provided to frame the document in a coherent and consistent manner to support the work of the IRFF. The theory of change (ToC) in the original and even in the revised project document in 2024 falls technically short of the mark, as ToC is about transformational change, not output-level changes, for which attribution is possible and therefore no ToC is required.

As the operating environment of the IRFF is complex, a footnote is included to indicate UNDP’s role in/engagement with IDF, ISF and Global Shield.[[5]](#footnote-6)

### Effectiveness

Despite its design shortfalls, the effectiveness of IRFF has been highly valued by the different stakeholders interviewed during this Mid-Term Evaluation (MTE). From 93 Key Informant Interviews (KII) undertaken during the MTE, 47 donors, insurance industry and government partners have provided a rating regarding their level of satisfaction with IRFF. On a 1 (minimum) to 5 (maximum) rating scale, IRFF has leveraged an **average satisfaction rating of 4.08 out of 5** (high rating). No rating under the mathematical average of 3.0 was collected[[6]](#footnote-7). While there are some differences from the perspective from the insurance industry at the global level (e.g., IDF) and at country level (presented in the core report), the key results of the IRFF can be summarised as falling within four areas: a) awareness raising and capacity development of both insurance industry and government partners, b) brokering, facilitating and opening spaces for solutions by bringing together government and insurance industry actors, c) provision of technical support to the government partners to review/align the legal framework, including insurance regulations, and create enabling conditions for insurance and risk financing solutions; d) creation of communities of practice (both formal and informal) as well as international events (e.g. Goa, Jakarta) allowing for peer learning and sharing of good practices.

Regarding results achieved, it is important to note that **30 out of 39 partners at country level could not provide a rating on the results achieved, mostly because they considered that tangible results were not yet available (e.g. products or solutions not yet implemented).**

Since various partners were interviewed at country level, it needs to be specifically stated that for most of the government counterparts in the countries’ covered by the evaluation, results were considered as the practical products and solutions that could be rolled-out. While UNDP support at the policy level and in capacity development was strongly appreciated by the national counterparts, it was still not considered sufficient to stop the efforts at creating enabling conditions and working upstream at the policy level, as the practical roll-out of products and solutions were deemed to be the main objective of the IRFF support (and in most cases this was considered as a “result” for government counterparts). This is important as the governments’ views are reflected in the offer that UNDP is making. It is also important because of upcoming elections and the ability for the governments to pilot some solutions as a tangible model at a strategically important time.

In terms of methodology the question was “how would you rate the results of the IRFF to date”, without providing a definition of the term “results”, hence leaving room for interpretation from the KII. For 77% of the KII, the term “results” was akin to insurance solutions or products implemented, and went beyond the completed activities that IRFF had been supporting (such as reviewing the regulatory framework, legal aspects, designing of the solutions, holding workshops and trainings, etc.), so there was no rating on the effectiveness of the results to date for the majority of the in-country respondents. Noteworthy, the MTE took place at a time when concrete and tangible solutions are expected to be rolled out shortly, between September 2024 and the beginning of year 2025, so the evidence is not yet there to collect data on effectiveness of the results. At the Global Level six of eight partners (2 answers gave a Not Applicable mark) provided an average rating of **3.83 out of 5** regarding the results achieved), near the high mark of 4.

At country level, only in three countries were partners able to provide a rating, with a lower mark of **3.48 out of 5** from 9 respondents, somewhat lower than at global level but above the average rating of 3.0.

IRFF did succeed in bringing on board initially ten, which later grew to twenty, insurance industry partners who are part of the IDF and who support the solution development in programme countries. This shows good capacity to develop joint and collaborative approaches with the insurance industry partners.

**IRFF has established a strong partnership with the insurance industry and has contributed to raising awareness and capacity both at the global level through the learning-by-doing approach that has been followed in the roll-out of the different interventions and in the inclusive engagement that characterizes the approach of the IRFF at the country level. It has been instrumental at country level to enable the preparation of the groundwork so that relevant projects could be devised. It has also acted as facilitator between global and country level partners, and has significantly contributed to raising awareness and capacity development of in-country partners. For most government partners, the key expected results from IRFF are however not the many linkages and networks established, which are in themselves valuable, or the creation of enabling conditions and work at the policy level, also appreciated and seen as valuable, but rather the tangible products and solutions that will be rolled out as a result of the IRFF support. This is what governments have shown to have the keenest interest in when looking at IRFF’s expected results.**

### Relevance

IRFF is operating in a very complex environment, so to appraise its relevance, it is necessary to identify the different ecosystems it participates in to define who are its core “clients”, as shown on the figure hereunder:



Figure . IRFF: part of more than one ecosystem

As a UNDP facility, IRFF is fully relevant to the development mandate of the UNDP and the pursuit of the SDGs. It brings UNDP into a new area and opens several opportunities for engagement at global, regional, and country levels. For the country offices, IRFF is strengthening UNDP’s positioning and offer and can capture the attention of higher levels of government, while allowing UNDP to innovate in an area that wasn’t included as part of its traditional development mandate. Relationship and engagement with the rest of the UN system is not clear as there does not appear to be clear linkages or interaction with the UN Resident Coordinator’s system. IRFF supports directly donors’ strategies, although each donor has a different strategy.

IRFF started with a single donor and has now expanded to a wider donor base. IRFF is directly supportive of the government’s national priorities, as the support is directly responsive to governments’ needs. For the industry at global and country level, while there are different perceptions between the two levels, the IRFF is fully relevant to provide and facilitate a working relationship with the government(s) to implement projects (IDF) or facilitate a closer working relationship between the government and the industry, given an existing level of misgiving from the general population and governments towards private sector insurance companies.

As the global environment has been evolving with the development of the Global Shield Against Climate Risks (GS) and taking into consideration the high number of alliances, initiatives and fora on insurance and/or risk financing (GS and other actors) that have sprung since IRFF was launched, it is important for IRFF to determine how to engage with each actor. Therefore, a Global Ecosystem diagnostic report should be prepared to inform the engagement strategy of the IRFF with each key actor or network.[[7]](#footnote-8)

### Efficiency[[8]](#footnote-9)

IRFF has a small core team at the Global Level disseminated across various continents that manage this large and complex mechanism. Very good and normally timely technical support is given to the Country Offices from the Global Team staff, and the financial and administrative project management aspects are efficiently performed. KII confirmed that the Global Team provides very constructive, useful and timely support to the Country Offices. IRFF would benefit from more staff with insurance and risk finance technical expertise at country level[[9]](#footnote-10), RBM and M&E expertise, communications and fund-raising expertise (note that a communications expert has recently been recruited) at the global level. IRFF is rightly agile and opportunistic, capitalising on emerging issues. However, the project design has been significantly below technical RBM and M&E standards, and oblivious in its timeframe about the bureaucracy, timeline of procedures in UNDP and IDF/ISF, within governments (especially during election periods) and has developed unrealistic performance indicators which cannot be achieved in the project timeframe, as some are at the impact level, and IRFF is still in its first phase of development. As such, delivery has been slow and below expectations in relation to the project document outcome, but it is mostly due to an inappropriate project document which is not capturing the complexities and time needed at country level to develop the enabling conditions that allow the IRFF to move forward. When looking at delivery it is not about the UNDP financial delivery, but the actual progress towards the outcome statement of “country and community long-term resilience improved by development and delivery of insurance and risk finance solutions”, and in line with the key expected results from the government counterparts which are that tangible products and solutions be rolled-out at country level – since long-term resilience cannot be appraised four years into the project’s life. It took some time for IRFF to set up the team and develop the structure before becoming operational and be able to achieve progress towards the outputs at country level. As one example, in Colombia, the change in government and internal ISF procedures mean that the ISF project has not been able to start although efforts and discussions have been on-going for more than two years. The development of constructive relationships with key partners also required constant efforts and advocacy by the Country Office that took between 12 to 18 months to mature and bear fruits. Finally, not all methodological guides and support from the Global Level were readily available for the COs and some are still in the process of being developed[[10]](#footnote-11). Another factor which affected efficiency are the UNDP policies regarding private sector engagement (retention of Intellectual Property rights, interdiction for commercial purposes) which have created a strong barrier to efficient collaboration with private sector partners. The evaluator finds that an exceedingly high number of countries have been selected, giving priority to breadth over depth.

### Sustainability

As defined by the OECD/DAC, sustainability is the extent to which the net befits of the intervention continue, or are likely to continue. Sustainability answers the question: will the benefits last? The sustainability of the IRFF is linked to its own structure. As a self-denominated Facility, it is expected to exist over the long-term, and therefore requires a funding structure that allows it to provide continuous services in the future.

When looking at the IRFF structure and mechanism, it appears to the evaluator that it is insufficiently consolidated to be sustainable, although the focus of the MTE was not on an organisational analysis of the facility. Although GEF is an entirely different entity, it was used for the purpose of the argument about the structure of a facility[[11]](#footnote-12). Unlike the GEF in which the overall results are linked to six international conventions, IRFF has developed different partnerships with donors, the insurance industry, and other strategic partners (see figure 2 and 3 about the various ecosystems). But results seem to be linked to each partner’s specific interest, rather than bound together under an overarching framework. Insurance and risk financing can mean different things to different people, and KII show that the rationale for the different donors and partners to support IRFF is not necessarily to ensure its sustainability, but rather to test innovative approaches and see if it leads to creating the desired conditions to continue supporting projects and programmes – but not necessarily through the IRFF in the future. One donor recognized that if sufficient progress was made ideally there would not be a need to have IRFF as a partner as funding would be made directly at the country level.

The key challenge to sustainability is therefore the ability to obtain additional funds until the end of its first phase in December 2027, as commitments are being made but, reportedly, with a serious funding shortfall[[12]](#footnote-13). This will also negatively affect the human resource base of the Global Team and the National Project Officers recruited in the countries under IRFF funding. As always, having the proper staff in the right place at the right time is a key factor for the success of any project. There is further potential for leveraging funding, but the evaluator had not received the fund-raising strategy of the IRFF as part of the documentation to be reviewed during the MTE preparation phase, and therefore was unable to engage with donors and partners in addressing resource mobilisation aspects. A resource mobilisation overview was shared with the MTE along with the audit trail, but it falls short of what can be considered a “strategy” as it does not detail how and why engage with the different potential donors (e.g., it is not linked to a roadmap or strategic vision on how to resource the IRFF over the long-term). Note that the MTE mostly focused on country-level findings and results, and not on resource mobilisation aspects or the analysis of the IRFF global level structure and mechanism or its interaction with the different partners.

## Recurrent country level findings and findings about IRFF

IRFF has established strong and innovative partnerships at global, regional and country levels with donors, insurance industry, and some of the IRRF countries’ governments[[13]](#footnote-14). But there is insufficient visibility at all levels[[14]](#footnote-15) about the progress of the IRFF and understanding of how it leads to resilience building. There is a historical level of distrust from the public and governments towards the insurance industry which requires the testing of demonstrative models to change their attitude. A clear glossary is needed to ensure everyone speaks the same language, as different terms are understood differently by the various partners. More advocacy through leadership training is required for ministers to show the big picture of IRFF’s long-term objectives and leverage understanding and commitment. More insurance and risk finance technical expertise are needed at the country level, for example for complex initiatives like the NatCat (Natural Catastrophes) pool in India, one that requires a country-based subject matter expert.

Increase in the IRFF donor base and in the geographical scope of participating countries is creating high expectations, which need to be properly managed taking into consideration the financial commitments made to IRFF. Potential gains at country level have yet to be consolidated.

Regarding the positioning of the IRFF in UNDP, interaction across the different departments within SFH and BPPS could be more articulate and clearer. An organisational review would be useful to analyse the IRFF structure (roles and responsibilities, management system, division of labour, staffing, etc.), something that fell outside the scope of the MTE. Closer oversight from the SFH is needed to ensure harmonization of IRFF’s position within UNDP’s corporate system.

### Lessons Learnt

It is very useful to carry out an initial assessment of the situation when developing a new approach. The diagnostic study undertaken at country level by the IRFF was an eye-opener for many partners and a very useful product to inform how to engage and operate given the country-specific context.

Similarly, it is constructive to provide induction training to staff as they are not subject matter experts when they are recruited by the UNDP. All NPOs benefitted from an induction training from the technical lead and the Global Team which prepared them for their role, and this facilitated their interaction with the insurance industry, as well as with other partners. This is a very valuable and important aspect as UNDP does not always provide induction training to its new staff.

Risk taking for new approaches must be embedded in the project design. From the MTE analysis, IRFF design was excessively ambitious and not realistic. Resilience (which is used in four of the six output statements of the IRFF project document) requires not only a long-term time frame but an *ex-post* assessment since the assumption is that resilience is about withstanding shocks and crises. The UN definition of resilience is “the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions”. To provide evidence that these results have been achieved is therefore based on two premises: 1) that the enabling conditions are been created and tangible solutions are being provided at country level, and 2) that there is a mechanism to track the capacity to withstand the consequences of the effects generated by the hazard. The time frame of IRFF does not allow for such a long-term endeavour. Outputs statements should be worded to indicate what can be achieved within the remit of the project. Resilience is a transformational change at the outcome level and cannot be achieved in the first phase of the IRFF, hence an excessively ambitious and unrealistic design (again the outcome statement refers to the long-term, while the outcome is the level of results the project is expected to achieve by its completion date).

There should be a period of 3 to 5 years to learn and experiment new solutions when testing innovative approaches and a clearly acceptable rate of failure which can more than 50%, as learning comes from failure.

UNDP needs stronger in-house insurance and risk financing technical expertise[[15]](#footnote-16), linked to multi-hazard disaster risk solutions modelling and forecasting and scaled inclusive insurance solutions, so it can advocate with governments based on evidence and best practices and not from a conceptual perspective.[[16]](#footnote-17) Government counterparts highly value UNDP’s ability of bringing international good practices from different countries, so more concrete models are needed.

The Project Board (PB) composition should include more influential partners that support the IRFF and include insurance partners and additional high-level UNDP staff from SFH and BPPS given the oversight and strategic role of the PB, with participation of each of the IRFF team leads as observers providing the update on their concrete area of responsibility to the rest of the PB so there is a better understanding and more fluid communication with the rest of the PB members and information permeates across the project teams.

## Conclusions

IRFF is a brilliant innovation that comes, albeit somewhat late, to enable UNDP to develop a new level of partnerships. It is entirely relevant and needs based, at global level, regional and country levels. It has been and is still instrumental in changing the mindset of government and industry partners, but the change in attitudes must be pursued. A larger education campaign is also needed to change the attitudes of the people in the countries towards insurance. The MTE was undertaken at a time where limited evidence of results (in terms of rolling out of insurance solutions or risk financing solutions) have yet been leveraged, but the next few months will be critical for some project countries to put out and test tangible insurance products. These will be key, if successful, to use as demonstrative models and showcase the potential of these IRFF supported solutions.

IRFF is logically working with partners to create an enabling environment, including policy level changes and legislative changes, particularly in relation to insurance regulations (country regulators were interviewed in all six countries covered by the MTE), but it is not sufficient to create the desired outcome stated in the IRFF vision – IRFF should continue to support beyond the enabling conditions until the solutions are implemented, monitored and reported upon.

Partners have largely considered IRFF as a success, although it is too early to come up with evidence of transformational change at the outcome level. The project design and its timeframe remain unrealistic given the lead time to convince government partners, insurance companies, CO colleagues, and the global insurance industry of the long process that is required to navigate all political and technical challenges until the practical solutions can be implemented. The efforts to create communities of practices (both within and outside of UNDP) and regional events that share good practices and allow for peer exchange have been highly valued by all partners and help to create a common understanding.

## Recommendations Summary (see recommendations section 10. for the full list )

1. **IRFF should be upscaled with a higher profile, and established for a total of fifteen years** (e.g., three phases of 5 years each: 1) creating enabling conditions (year 1 to 5) b) product testing and concrete solutions implemented (years 6 to 10) 3) change in the number of insurance takers, population insured, change in mindsets and penetration of the insurance industry in each country (years 11 to 15). Each phase should have a specific target and results framework, highlighting the type of results and transformations undertaken under each phase.
2. **UNDP needs to give itself the means to efficiently engage with the private sector**. Creating long-term strategic partnerships with the industry requires a change of regulations and policies within UNDP on how it engages with the private sector. The current engagement mechanisms are not fit for purpose to work with the private sector as an implementation partner. This recommendation has already been made by the Independent Evaluation Office (IEO) in the private sector development and structural transformation evaluation of April 2024 (Recommendation 6) *which has been fully accepted* in the management response.
3. **Over the short-term and in view of the completion of the first phase of IRFF until December 2027, focus efforts on a more limited number of countries where tangible and practical solutions can be rolled out** to ensure that demonstration models can be implemented before the next phase of testing and upscaling the models (e.g. IRFF phase 2).
4. **Undertake an organisational management review of the IRFF and its structure. Decide whether the IRFF should be a Facility or a Fund** (for example under the MPTF model) including direct funding support from the industry Share responsibilities in IRFF management with specific roles and responsibilities with four separate but complementary teams 1) strategy, positioning and fund raising, 2) project management, RBM and M&E, 3) communications, 4) Insurance and Risk financing technical expertise, with each team having a delegated responsibility for the area of competency, so the project progress is not so heavily dependent on the approval of a single individual, hence supporting more efficient overall management. Ensure closer oversight by SFH management.
5. **Carry a global ecosystem diagnostic study to guide the engagement of the IRFF** vis-à-vis each partner as the international context has evolved since the start of the IRFF and new mechanisms such as the Global Shield have been created.
6. **Develop a concrete glossary of key terms that can be rolled out at all levels** (global partners, country level partners in government, industry and UNDP country offices) so there is a common understanding and no interpretation of the terms that are being used. Ideally, there should be an explanation of how UNDP is practically engaging with each key term, rather than giving only a conceptual definition.
7. **Leverage additional funding from donors and partners** to ensure it can continue its evolution as the potential long-term benefits are substantial for all stakeholders involved.
1. Please refer to the introduction, evaluability analysis, for more details on the rationale of selecting different outcome for the MTE. [↑](#footnote-ref-2)
2. As stated in the Terms of Reference for the MTE [↑](#footnote-ref-3)
3. UNEG, “Integrating Human Rights and Gender Equality in Evaluation, Towards a UNEG guidance”, HRGE Handbook, 2011,

http://www.unevaluation.org/document/detail/980

UNEG, “Integrating Human Rights and Gender Equality in Evaluations”, August 2014, [www.unevaluation.org/document/detail/1616](http://www.unevaluation.org/document/detail/1616) [↑](#footnote-ref-4)
4. M. Q. Patton, Utilization-focused evaluation, 3rd Edition, Sage publications, 1998 – see also

https://www.betterevaluation.org/methods-approaches/approaches/utilisation-focused-evaluation [↑](#footnote-ref-5)
5. IRFF is a founding member of the Insurance Development Forum and is represented at all levels of IDF governance and structures, with the UNDP Administrator a co-chair of the IDF on the Steering Committee, Jan Kellett a co-chair of the Operating Committee and Tuga Alaskary a co-chair of the Sovereign Humanitarian Solutions Working Group.

Similarly, IRFF has played a pivotal role through the establishment and institutionalisation of the Global Shield Against Climate Risk (and its predecessor the InsuResilience Global Partnership), providing technical feedback and input which is grounded in its experience as an implementer of disaster risk financing and insurance. IRFF is a member of the Global Shield Coordination Hub, contributing to the processes of the Global Shield Against Climate Risks. [↑](#footnote-ref-6)
6. Rating scale used: 1 = minimum, 2 = low, 3 = average, 4 = high, 5 = excellent (maximum rating). Mathematical average is 3.0. When more than one person attended a KII the ratings were averaged according to the number of respondents providing a rating (e.g. two responses with a 4 and one with a 5 would yield an average of 4.33 for that KI for the three respondents). [↑](#footnote-ref-7)
7. Comment from UNDP: “UNDP has been instrumental in creating much of this ecosystem, for example, the IDF was launched by UNDP and industry leaders in 2015 and UNDP Administrator continues to co-chair the Steering Committee. UNDP is also a founding member of ORRAA and InsuResilience/GS”. [↑](#footnote-ref-8)
8. Focus of the MTE was on the perception of KII and the resulting analysis, and therefore limited attention and analysis was devoted to the internal management mechanisms set up for the IRFF. Issues such as staff contracts, description of responsibilities, procurement aspects, or other non-programmatic matters were therefore largely kept out of the scope of the evaluation, as this was discussed and agreed at the inception phase. As a result, the evaluator has limited knowledge of the IRFF management structure and mechanisms. Similarly, as the scope of the MTE was IRFF, the consultant has very limited knowledge of where and how it interacts within the wider SFH or other UNDP units and departments. [↑](#footnote-ref-9)
9. Generally, very positive feedback was received on the National Project Officers (NPOs) recruited by the country offices for the IRFF. However, they are not subject matter experts or technical insurance specialists. To carry out advocacy at the higher levels of government requires the participation of the Global Team insurance specialists. But further technical training should also be provided to the NPO (on the job training) to strengthen their basis for continued engagement and follow-up with the project partners, including a more profound understanding of the insurance industry language and dynamics in each country. [↑](#footnote-ref-10)
10. This is a challenge for various UNDP CO, as the innovative approach of IRFF requires a level of technical knowledge that needs to be supported by the relevant methodological guides to be properly applied with partners at country level. [↑](#footnote-ref-11)
11. For example, the GEF (Global Environmental Facility) has been created in 1992 and is still operating today with a complete organizational structure that includes an Assembly of 186 member countries, a Council of 32 members, the Scientific and Advisory Panel of six members, a Trustee (The World Bank), the GEF Independent Evaluation Office (separate from the UNDP IEO), the Secretariat, led by a Chief Executive Officer, 18 GEF Agencies (including UNDP), participant countries, focal points, and a Conflict Resolution Commissioner. The GEF serves as a "financial mechanism" to six conventions: Convention on Biological Diversity (CBD), United Nations Framework Convention on Climate Change (UNFCCC), Stockholm Convention on Persistent Organic Pollutants, UN Convention to Combat Desertification (UNCCD), Minamata Convention on Mercury, and the Biodiversity Beyond National Jurisdiction (BBNJ) Agreement. The conventions, for which the GEF serve as financial mechanism, provide broad strategic guidance to the GEF. The GEF Council converts this broad guidance into operational criteria (guidelines) for GEF projects. [↑](#footnote-ref-12)
12. UNDP comment: “It would be helpful to put the funding shortfall in context. The funding shortfall of the BMZ funded tripartite projects is due to a long and complex approval processes with ISF at the country level, which necessitates the project to go beyond 2025.

The ISF approval process can take a significantly long time – an average of 24 months. (Which is also a risk #10 in the project risk log). Mitigation measures have been applied, such as guaranteeing some financial resources to the newest Tripartite programme countries for at least 1 year. However, there are still substantial delays in the industry processes, negatively impacting the delivery pace and potentially leading to losing momentum with national governments

Due to the aforementioned delays, the project adopted a staggered implementation approach. Whilst initial engagement with programme countries commenced since inception, actual implementation of project activities commenced in 13 countries in 2023, with 7 additional countries beginning in 2024, and 5 more projected to start in 2025. To accommodate these delays and ensure successful execution of country-level activities, the project timeline has been extended until 2027.

While the allocated funding for country implementation remains sufficient, there is a growing concern about a potential funding shortfall for the global team. This team plays a critical role in providing technical assistance, oversight, strategic communications, coordination, and operational support necessary for the delivery of the TPA program. As highlighted in our 2022 and 2023 progress reports and reinforced through bilateral discussions, the Facility is facing a funding gap that threatens its ability to sustain the global team beyond 2026” [↑](#footnote-ref-13)
13. Because some governments have only recently started engaging with IRFF, so they are still at the very initial stages of partnership, and therefore not in all countries can the partnership be considered as “strong”. [↑](#footnote-ref-14)
14. This aspect is echoed both at country level and at the global level during the KII. While the reporting of IRFF is satisfactory, there are very few people aware of IRFF outside of its direct partners. It tends to talk mainly to its constituents but has a very limited presence outside of the reporting to direct partners and those with whom it engages. As a result, global level respondents consider that more information/communication to a broader audience is required. This finding was echoed at country level, where few people outside of direct partners have any knowledge, information or exposure to IRFF. This vets a stronger communication strategy that addresses all levels (including internal and external) and includes social media and networks. [↑](#footnote-ref-15)
15. Comment from UNDP: “Factual correction: UNDP cannot provide services such as modelling or forecasting. These are private sector activities and for this UNDP engages this work through the IDF.” Note from the evaluator: yet that is what some government partners also expect from UNDP as a global organisation that can draw from best practices around the world. [↑](#footnote-ref-16)
16. Comment from UNDP: “When it comes to the advocacy with governments, evidence is being generated by the country diagnostics and other country level evidence knowledge products. In addition, jointly with the academia IRFF is currently generating evidence in the context of the FRA and the work with Wageningen University. UNDP is then in a stronger position to facilitate the findings and analysis to the governments.” Note that this is an important aspect which did not come up during the KII held by the MTE. [↑](#footnote-ref-17)