

UNDP BARBADOS AND THE OECS SUB-  
REGIONAL OFFICE

# Midterm Evaluation of the Sub-Regional Programme 2012 To 2016

Final Report

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## List of acronyms

BCPR	Bureau for Crisis Prevention and Recovery
CAP	Community Alerts Project
CARTAC	Caribbean Regional Technical Assistance Centre
CDERA	Caribbean Disaster Emergency Management Agency
CRMI	Caribbean Risk Management Initiative
CC	Climate Change
CCA	Climate Change Adaptation
CCCCC	Caribbean Community Climate Change Centre
CCYD	CARICOM Commission on Youth Development
CDB	Caribbean Development Bank
CDM	Comprehensive Disaster Mechanism
CDEMA	Caribbean Disaster and Emergency Management Agency
CEELP	Caribbean Efficient Energy Lighting Project
CIMA	International Centre for Environmental Monitoring
CIMH	Caribbean Institute for Meteorology and Hydrology
CPA	Country Poverty Assessment
CROSQ	CARICOM Regional Organisation for Standards and Quality
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
DAC	Development Assistance Committee
DGA	Democratic Governance Assessments
DGTTF	Democratic Governance Thematic Trust Fund
DIM	Decentralised Implementing Modality
DIPECHO	Disaster Preparedness Programme of the European Community Humanitarian Aid Office
DRR	Disaster Risk Reduction
ECDPG	Eastern Caribbean Development Partner Group
ECLAC	Economic Commission for Latin America and the Caribbean
ERC	Enhancing Resilience to Reduce Vulnerability in the Caribbean
EWS	Early warning System
GEF	Global Environment Facility
GDP	Gross Domestic Product
GIZ	German Federal Enterprise for International Cooperation
HGA	Hyogo Framework Agreement
ICCAS	Integrated Climate Change Adaptation Strategies
ICTs	Information and Communication Technologies
ITU	International Telecommunications Union
LAC	Latin America and the Caribbean
LIC	Low-income country
MAF	MDG Acceleration Framework

MARP	Most At-Risk Populations
MCPAP	Multi Country Programme Action Plan
MDG	Millennium Development Goal
MEA	Multilateral Environment Agreements
MIC	Middle-income country
MTE	Mid-Term Evaluation
MPI	Multi dimensional Poverty Index
NCC	Net Contributing Countries
NEMO	National Emergency Management Organisation
NGO	Non-Governmental Organization
NIM	National Implementing Modality
OAS	Organization of American States
OCTs	Overseas Countries and Territories
OECD	Organisation for Economic Co-operation and Development
OECS	Organization of Eastern Caribbean States
PRS	Poverty Reduction Strategy
RBLAC	Regional Bureau for Latin America and the Caribbean
RCF	Regional Cooperation Framework
ROM	Results Oriented Monitoring
RSC	Regional Service Centre
SCA	Subregional Common Assessment
SCF	Sub Regional Cooperation Framework
SHD	Sustainable Human Development
SICA	Sistema de Integracion Centroamericana
SIDS	Small Island Developing State
SIRMM	Sustainable Island Resource Management Mechanism
SSC	South-South Cooperation
SPARC	Support to Poverty Assessment and Reduction in the Caribbean
SPD	Sub Regional Programme Document
SRO	Sub Regional Office
TRAC	Target for Resource Assignment from the Core
UNDAF	UN Development Action Framework
UNFCCC	UN Framework Convention on Climate Change
UNDP	United Nations Development Programme

## Chapter 1: Introduction

The external Evaluation of UNDP's Subregional Programme (2012-2016) is carried in accordance with the UNDP Barbados and the OECS Subregional Office (SRO) Evaluation Plan for 2014, to assess progress towards achieving the expected outcomes and also, the extent to which UNDP has contributed to these outcomes through its project and non-project activities. At the same time, the evaluation is also intended to be forward looking, identifying the adjustments required ensure achievement of the stated outcomes in the SPD and how these interventions can align to the new UNDP Strategic Plan for 2014 to 2017.

### 1.1. Purpose of the Evaluation

As stated by the terms of reference (ToR), the **Mid Term Evaluation of the Sub regional Programme** will assess UNDP's progress towards achieving the programme outcomes and the extent to which UNDP has contributed to these outcomes through its project and non-project activities.<sup>1</sup>

The evaluation is intended to make recommendations on how UNDP Barbados and the OECS can align to meet the requirements of the new UNDP Strategic Plan (2014-2017), and improve the prospects of achieving the stated SPD outcomes through adjusting its programming, partnership arrangements, resource mobilization strategies, working methods and management structures. In addition, the evaluation can assist with inputs to re-adjust the Sub-regional Programme during the remaining period of its implementation.

### 1.2. Scope of evaluation<sup>2</sup>

The evaluation team distilled the projects within the three thematic areas: Poverty and Inclusive Governance, Energy, Environment and Climate Change, and Disaster Risk Reduction and assessed how the combined actions have contributed to outcome level changes as outlined in the Sub-regional Programme Document (SPD). Specifically, the midterm evaluation will seek to:

- Review the status of the outcomes and the key factors that affect (both positively and negatively) these outcomes;
- Review and assess the Programmes' partnership with governments, civil society, other international organisations and the private society, and provide recommendations for how these partnerships can be strengthened;
- Provide recommendations for the future direction of the Sub-regional Programme, enabling the UNDP Barbados and the OECS Subregional Office (SRO) to contribute to the achievement of the stated outcomes in these strategy documents, taking into account the 2014 - 2017 UNDP Strategic Plan, UNDP Gender Strategy and the UNDP Youth Strategy.
- Identify proposals for synergies with other practices areas as a way of implementing an issues-based approach to the UNDP's development work; and

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<sup>1</sup> Non-project activities is a term for those actions that are not formally programmed or budgeted, that are developed on a daily basis such as advocacy, brokering between governments and donors, resource mobilization, unforeseen technical assistance, meetings, etc.

<sup>2</sup> Taken from ToR: Mid Term Evaluation of Sub regional Programme 2012-2016

- Serve as inputs into developing the Theories of Change required to achieve the stated outcomes for remainder of the programme cycle.

### 1.3. Evaluation Methodology

The Evaluation employed a mixed method approach utilising a blend of formative and summative approaches, and including some quantitative, but mainly qualitative methods.

An Outcome Level Mid Term Evaluation could be considered to be a contradiction in terms as “Outcomes occur when Outputs (delivered as a result of UNDP interventions) are used by primary stakeholders to bring about change<sup>3</sup>”. These changes relate generally to institutional changes or behaviours among people or groups. At the Mid Term of a Programme such as the SPD, many outputs may have been generated, however, the extent to which the target groups have had an opportunity to utilise these outputs to bring about such changes may be quite limited. The purpose therefore of an evaluation such as this is to understand the planning processes, activities carried out, monitoring and control systems in place and how UNDP interacted with its partners in order to deliver the necessary outputs that will be used by target groups to make the development change desired (Outcomes).

The criteria under which the Results Oriented Methodology (ROM) of the OECD DAC which features the **Key Evaluation Criteria** outlined in the TORs – **Relevance, Efficiency, Effectiveness and Sustainability**.

The Inception period commenced with online briefings in December 2014 with the Deputy Resident Representative, (Dep RR), and again in early January 2015 with the Dep RR\_ and the Programme team. Background documents including programme and project documents, progress reports, project evaluations and outcome evaluations and the midterm review of the UNDAF, were provided by the programme team, and also identified by way of self- directed online literature search by the evaluation team.

Because of the extent of the reach of the SRP, which had a portfolio of some 30+ active projects at the time of the MTE, it was determined that a selection of representative projects should be identified to facilitate in depth study and analysis of specific cases, draw conclusions from these, and develop recommendations that could apply to these projects, but mainly to the broader Programme over the next 2 years.

The Programme portfolio (Annex 1- List of projects 2012-2014) extends across the 3 Programme areas: Energy and Environment; Climate Change and Disaster Risk Reduction; and Sustainable Human Development and Inclusive Governance. The projects are implemented at the following levels:

- Regional level - involving all the countries of Caribbean Region or the OECS/ Barbados sub-region
- Multi country level- involving 2 or more countries in the sub region
- National level, involving individual countries in the sub region

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<sup>3</sup> UNDP (2011) Outcome Evaluation- A companion guide to the Handbook on Planning Monitoring and Evaluation for Development Results for Programme Units & Evaluators

It was determined that projects identified for more detailed study should have the following criteria:

- Representative of each of the 3 programme areas-
- Representative of projects implemented at the 3 levels: i.e. Regional level, Multi country, National
- Availability of Key Informants
- Projects with special/ innovative/ best practice features
- Amount of resources invested

The final slate of projects identified according to these criteria are listed below:

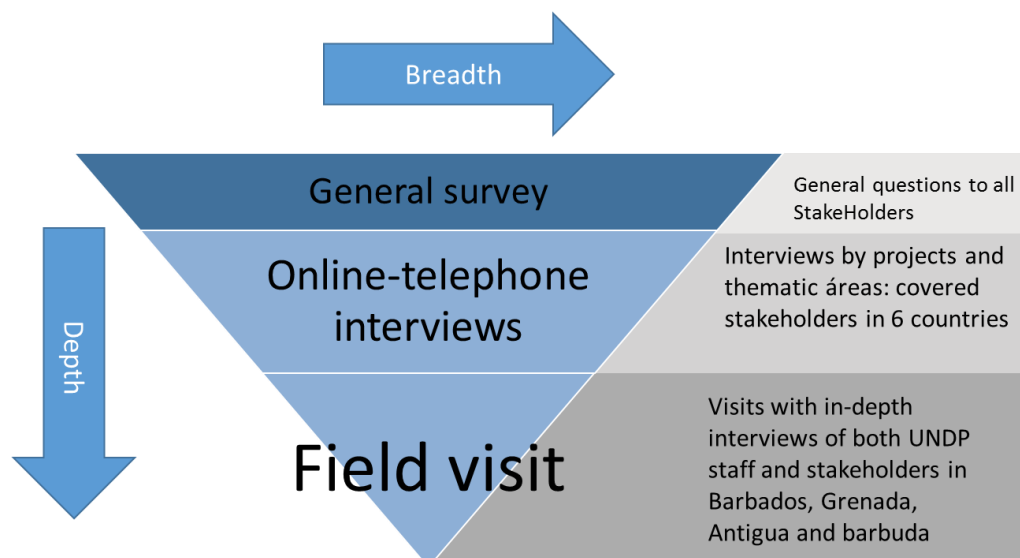
**Table 1: Projects selected for detailed study**

Projects		Project Location	Intervention Level
<b>Energy and Environment</b>			
1	Sustainable Island Resource Management	Antigua & Barbuda	National
2	Capacity Building for SIDS Climate Change Negotiators	All countries	Regional
3	Caribbean Energy Efficiency Lighting Project	All countries	Regional
<b>Climate Change and Disaster Risk Reduction</b>			
4	Integrated Climate Change Adaptation Strategies (Grenada)	Grenada	National
5	Community Alerts Project - An effective implementation in the Caribbean through integrated EWS	Grenada, Dominica, St Vincent and the Grenadines	Multicountry
6	Enhancing Resilience to Reduce Vulnerability in the Caribbean (Regional)	Caribbean Institute of Meteorology & Hydrology	Regional
<b>Sustainable Human Development &amp; Inclusive Governance</b>			
7	Strengthening Poverty and Social Sector Development in the OECS	OECS Countries	Regional/ Multi country
8	Youth Innovation Caribbean Network for Youth	CARICOM countries	Regional

The interviews were carried out by the team over a 2 week period, and included visits to Barbados, Antigua and Barbuda and Grenada, as well as online telephone interviews which extended beyond the two weeks. In addition, a survey was administered to stakeholders of the Programme (Appendix - Survey)

The Evaluation activities are summarised in Figure 1

Figure 1. Evaluation Process



Stakeholders which whom interviews were arranged included :

- UNDP Staff, Sub Regional Office, Barbados
- Small Grants Programme GEF
- OECS Secretariat, Programme Unit
- Various funding partners including Government of Italy. GIZ,
- Project/Programme managers
- Other development agencies in the respective thematic/Programme areas
- Key National and Regional Partners
- Project consultants
- Direct & indirect beneficiaries
- Donors in the sector
- Steering Committee members of projects

### Challenges & Limitations

- 1) Pre mission document availability was limited, mainly because following the Christmas break, UNDP staff became quickly preoccupied with preparations for other urgent agency activities. As such, prior to the start of the field mission in Barbados, only the main Programme documents were made directly available to the consultants, and the collection of documents at this stage had to be largely self-directed and focused on locating information available online.
- 2) There was inadequate pre-mission logistical support to ensure the early establishment of a workable itinerary to facilitate timely meetings with stakeholders. As a result, the first 3 days of the field mission was spent on this task, and so some time was lost, and stakeholders' availability for interviews in the fields mission phase became challenging.

- 3) Within the constrained mission timeline, it was challenging to establish suitable times to meet with important stakeholders due to their own busy schedules. Some interviews were not able to be scheduled within the field mission, and even for weeks beyond.
- 4) Even though the 8 projects which were identified for deeper study facilitated the identification of meaningful findings, a much wider examination of additional projects was necessary to capture some issues not adequately represented by the select project group.
- 5) Responses to surveys sent out for the purpose of soliciting feedback and opinions on the Programme were quite low i.e. 25% for general stakeholders and 30% for focal points, despite repeated emails, phone call reminders and extensions to the response times.

### 1.1. Key Evaluation Criteria and Questions

In assessing the achievement of programme outcomes, the evaluation used the following criteria:

**Relevance:** concerns the extent to which a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries. Relevance also considers the extent to which the initiative is responsive to UNDP corporate plan and human development priorities of empowerment and gender equality issues. Relevance concerns the congruency between the perception of what is needed as envisioned by the initiative planners and the reality of what is needed from the perspective of intended beneficiaries. It also incorporates the concept of responsiveness—i.e. the extent to which UNDP was able to respond to changing and emerging development priorities and needs in a responsive manner:

- Are the stated outcomes and indicators appropriate for the development situation in Barbados and the Eastern Caribbean?
- To what extent are the focus areas relevant to the development needs of Barbados and the Eastern Caribbean and the 2014 to 2017 UNDP Strategic Plan during the remainder of the programme cycle? What strategies should UNDP undertake to achieve intended development results? What are the priority issues that UNDP could focus on in the short-term?
- Does UNDP programme address urgent and emerging priorities, which were not originally in the SPD, such as gradually integrating the emerging post-2015 development agenda, as well as disaster risk reduction, climate change citizen security?
- How should they be reflected in the results matrix?
- How has UNDP observed its commitment to addressing cross-cutting issues such as human rights based approaches, gender mainstreaming, capacity building and knowledge management?
- Are the monitoring indicators appropriate to measure achievement of the outcome or is there is need for improvement?

**Efficiency:** measures how economically resources or inputs (such as funds, expertise and time) are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Efficiency is important in ensuring that resources have been used appropriately and in highlighting more effective uses of resources:

- To what extent have the programme and project outputs resulted from economic use of resources?

- With the existing interventions in partnership with other actors and stakeholders, has UNDP achieved the outcome within the set timeframe and inputs – or whether additional resources are required and new or changed interventions are needed in the future?
- To what extent were quality outputs delivered on time?
- Are there any synergies between UNDP, other UN Agencies and donors?
- Are there any gaps in terms of time, resources, capacities, etc. that may prevent the achievement of the outcomes?

**Effectiveness:** is a measure of the extent to which the initiative's intended results (outputs or outcomes) have been achieved or the extent to which progress toward outputs or outcomes has been achieved:

- Can UNDP's outputs and other interventions be credibly linked to the achievement of the outcomes?
- What progress has been made in terms of achieving UNDP outputs (including an analysis of both project activities and soft assistance)?
- What are the key outputs that have been or likely to be produced by UNDP to contribute to the outcomes?
- What are the factors (negative and positive) that affect the accomplishment of the outputs?
- What were the positive and negative, intended or unintended, changes contributed by UNDP's work?
- What has been the quality of output and outcome level monitoring and how has it contributed to programme achievements? How have corresponding outputs delivered by UNDP affected the outcomes, and in what ways have they not been effective? How effectively were project evaluations used by the subregional office?
- How could the SPD/MCPAP implementation could be improved over the next two and a half years?
- How has UNDP observed its commitment to addressing cross-cutting issues such as human rights based approaches, gender mainstreaming, capacity building and knowledge management?

**Sustainability:** Sustainability measures the extent to which benefits of initiatives continue after external development assistance has come to an end. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, institutional and other conditions are present and, based on that assessment, making projections about the national capacity to maintain, manage and ensure the development results in the future:

- What is the prospect of the sustainability of UNDP interventions related to the outcomes? Provide recommendations for ensuring sustainability.
- Indicate if the scaling up/replication of the projects or methodology is feasible and make recommendations to ensure the same; assess how well UNDP replicated or extends projects including timings and change in project design etc.
- To what extent has a sustainability strategy, including capacity development of key national and sub-regional stakeholders been developed or implemented?
- To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?

For the specific approach to answer the evaluations questions and addressing the criteria, the team has prepared an evaluation matrix with questions, sub questions, key aspects and sources of information, see Annex 2.

## Chapter 2: Development Context

### Overview

The member countries of the Organization of Eastern Caribbean States (OECS) comprise 10 Windward and Leeward islands including six independent states: Antigua and Barbuda, the Commonwealth of Dominica, Grenada, St Kitts and Nevis, St Lucia and St Vincent and the Grenadines; and four associate members, three of which are British Overseas Territories (BOTs) - Monserrat, Anguilla and the British Virgin Islands; and the French territory of Martinique, the most recent member<sup>4</sup>. The BOTs fall under the British Overseas Territory Act (2002), and are under the direct sovereignty of the British government in London. These territories receive UK funds directly as part of their national budgets, and have different governance and administrative structures than other islands in the Eastern Caribbean. In the same way, Martinique which falls under the jurisdiction of the Government of France, has its own administrative arrangements.

The countries are small in size, with populations ranging from just over 5000 in Monserrat to just under 290,000 in Barbados, and an overall population density for most countries at around 272 persons per km<sup>2</sup>. Barbados, linked with the islands to form a sub-region that facilitates economies of scale, and the delivery of international development assistance, has a density of 655 persons per km<sup>2</sup>. All have significant youth populations which average over 50% of their respective populations.

Among the similarities shared by most of the countries are democratic political processes, largely rural populations, economies which were historically dependent on agricultural products and later diversified to include tourism, manufacturing and construction. Some countries such as the British Virgin Islands, Antigua and Barbuda and Barbados also have significant contributions to their GDP from international financial and business services. A high percentage of national income for several countries also derives from remittances from a large diaspora.

The countries are characterized by multiple vulnerabilities including openness to global markets, and due to their geographical location, multiple natural hazards including hurricanes, tsunamis, earthquakes and in some countries, volcanic action. The major threats to date have been from are wind and water related events which have caused losses ranging up to 6% of the GDP of some countries. However, volcanic action in 1997 wiped out the entire economy of Monserrat, and active geological activity continues in that country as well as other islands such as St Vincent and the Grenadines, St Lucia and Dominica. Notwithstanding, climate change and the likelihood of increased and more intense weather events are among the major natural hazard threats facing the region.

The diverse but narrow natural resource bases common among the countries, have to a great extent been compromised by increased population pressure, poor planning systems, rapid urbanisation, and inadequate livelihood choices, and these systems are particularly vulnerable to damage from even moderate weather events. Because of the diminished protective capacity of coastal and marine resources in particular, large proportions of the region's population which tend to be concentrated in coastal areas are at considerable risk from hurricanes and tsunamis.

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<sup>4</sup> Martinique became an associate member of the OECS in February 2015

## **Institutional Context**

The OECS was established in 1981 under the Treaty of Basseterre in response to the need for an arrangement in which the countries could cooperate in external affairs representation after independence, given their limited human and financial resources. The grouping is supervised by a Commission (formerly a Secretariat) with several administrative units including: Environment and Sustainable Development, Competitive Business, Education, Social Development, Statistics and Data, Trade Policy and Tourism. In addition, there are supranational institutions such as the Eastern Caribbean Civil Aviation Association, Eastern Caribbean Supreme Court, and the Eastern Caribbean Central Bank. Some of the benefits that have accrued to the countries as a result of this regional structure include: Joint supervision of the banking and financial sectors; a common and stable currency; Cost sharing on regional projects such as the regional drug service; Joint development of financial and capital markets; pooling of technical expertise; Joint overseas missions and representation at international conferences and meetings; and regional regulatory bodies e.g. for telecommunications, the Eastern Caribbean Telecommunications Authority, and more recently, the Eastern Caribbean Energy Regulatory Authority for energy.

The Basseterre Treaty was revised in 2010<sup>5</sup>, to effectively establish a Single Financial and Economic Space within which goods, people and capital move freely; and harmonize monetary and fiscal policies. Member States are expected continue to adopt a common approach to trade, health, education and environment, as well as to the development of vital sectors such as agriculture, tourism and energy.

The OECS comprise over half of the membership of the broader Caribbean Community (CARICOM), and at Twenty-Fourth Inter-Sessional Meeting of the Conference of Heads of Government of CARICOM held in Port-au-Prince, Haiti, 18–19 February 2013, CARICOM leaders adopted the OECS' Revised Treaty of Basseterre into CARICOM's Revised Treaty of Chaguaramas. The states and territories of the OECS benefit from CARICOM initiatives including the Regional Negotiating Machinery (RNM) and the Caribbean Single Market and Economy (CSME) which is intended to which guarantee full use of labour and full exploitation of the other factors of production (natural resources and capital); competitive production leading to greater variety and quantity of products and services to trade with other countries.

The Caribbean Development Bank is also major development player in the region that supports the countries through provision of development funds and loans for infrastructure development and capacity building.

## **Socio- economic context**

For the last 2 decades the economic growth of the OECS has been “subdued”. This is in contrast to the 1980's when the growth in the region averaged 5.9%, and prospects appeared positive for the region due largely to tourism expansion and agricultural growth supported by preferential markets for bananas and sugar in Europe. However, with the advent of the 1990's, the trend reversed and growth rates averaged only 3.3%. The downward trend continued into the next decade, and the impact of the 2008 global financial crisis caused sharp worsening of the situation as tourism, remittances, and financial activity decreased sharply, growth rates fell sharply, debt and fiscal imbalances increased to unsustainable levels, and labour market conditions deteriorated. With

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<sup>5</sup> Revised Treaty of Basseterre establishing the Organisation of Eastern Caribbean States Economic Union

decreasing productivity and weak external demand in key sectors, decreasing foreign investments, and continued structural weaknesses, these impacts are still in evidence at the current time. In most OECS countries, growth has not returned to pre- crisis levels, debt levels hover between 73% and 116% of GDP and the countries were ranked among developing countries with the lowest growth in the world between 2003 and 2012<sup>6</sup>.

**Table 2: Average Real GDP Growth and GNI per capita for selected countries of the OECS**

	2008	2009	2010	2011	2012	2013	2014
Real GDP Growth	3.1	-4.1	-2.5	-0.2	-0.1	0.7	1.6
GNI per capita (US\$)	9195	9195	8788	8590	8716.7	8813.3	9041.7

*Source: International Monetary Fund; Article IV (Average for Antigua and Barbuda, Dominica, Grenada, St. Kitts and Nevis, St. Lucia, and St. Vincent and the Grenadines)*

Several countries have moved to institute various austerity measures including cuts in public expenditure and in the case of Barbados, the layoff of 10% of the public service. The result is that while there had been, for some countries, good progress toward meeting the Millennium Development Goals: MDG 2 (achieve universal primary education), 3 (promote gender equality and empower women), MDG 4 (reduce child mortality), MDG 5 (improve maternal health), MDG 6 (combat HIV, AIDS, malaria and other diseases), MDG 7 (ensure environmental sustainability) – the progress in a number of these areas have been slowed and in some cases, reversed.

In the UNDP Assessment of Development Results (ADR, 2009), the region was described as a “development paradox”. The report noted that there was a “challenging and multi-faceted development context where relatively high levels of GDP per capita and economic growth, financial prosperity, political stability and infrastructure development occur side by side with considerable poverty, underemployment, gender and social inequities, institutional capacity weaknesses and vulnerability to risk, including extreme weather events”<sup>7</sup>.

**Table 3 : Summary of Key Development Indicators for the Eastern Caribbean**

Country	Human Development Index Ranking (2013) <sup>8</sup>	GNI/Capita (current US\$) <sup>9</sup>	GDP Growth rates 2013 (%) <sup>6</sup>	World Bank Income level classification <sup>6</sup>
Anguilla	N/A			N/A
Antigua & Barbuda	0.774	13050	-0.1	High
Barbados	0.776	15080	0.0	High
British Virgin Is	Na	Na	Na	Na
Commonwealth of Dominica	0.717	5167	-0.9	Upper Middle
Grenada	0.744	7490	2.4	Upper Middle
Montserrat	Na	Na	Na	Na
Martinique	Na	Na	Na	Na
St Kitts & Nevis	0.750	13890	4.2	High
St Lucia	0.714	7050	-0.4	Upper Middle

<sup>6</sup> IMF-World Economic Outlook (2014)

<sup>7</sup> Assessment of Development Results for Barbados and the OECS (2009), UNDP Evaluation Office

<sup>8</sup> UNDP Human Development Report (2014)

<sup>9</sup> World Development Indicators (2015)

St Vincent & the Grenadines	0.719	6460	1.7	Upper Middle
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The fact is that in 2014, some 5 years after that report, GDP growth in the countries has fallen significantly and the paradox is even more acute. Even as growth is at a halt in most countries (exceptions being St Kitts and Nevis, 4.2% and St Vincent, 1.7%), the income classifications as assessed by the World Bank, remains high; and the countries are holding steady in the category of “medium” to “high human development” on their HDI rankings, the realities on the ground is that poverty levels are higher in many of the countries, and affect large segments of the population, especially youth, rural dwellers, females and the elderly .

The economic situation in a number of countries has been exacerbated by natural disasters in the sub region, including hurricanes in 2010 (Barbados, St Lucia, and St Vincent and the Grenadines); 2012 (St Lucia) and floods in 2013 (St Lucia, St Vincent and the Grenadines, and the Commonwealth of Dominica) which caused massive infrastructure damage, a number of fatalities, and the loss of crops and livelihoods. It is estimated that in a year where there is a natural disaster, the debt to GDP ratio can grow by 5 percentage points.<sup>10</sup>

## Environment and Energy

Like the rest of the Caribbean, the small islands of the OECS are endowed with valuable natural resources, including marine and coastal environments, and rich biodiversity. In addition, a number of the states and territories possess significant geothermal resources. There are development challenges however, due to the narrow resource bases, the tendency to overuse and cause depletion of fresh water and coastal resources; and the adverse effects of climate change on the natural resource base, the built infrastructure and local populations. For many of the countries which depend on tourism as a major earner of foreign exchange, any damage to, or loss of their marine and coastal environments would be devastating, especially as, of all SIDS globally, Caribbean SIDS are most acutely dependent on tourism as a major contributor to national GDPs.

There is significant dependence on imported fossil fuels for energy in the region, and this makes the region extremely vulnerable to high and volatile oil prices. The small size and remoteness of the islands makes the costs of energy production among the highest in the world. This has a devastating effect on the region’s competitiveness and opportunity for growth, and businesses often cite electricity cost as their second highest impediment after “access to finance”. Even in the case of Dominica, the only country currently exploiting renewable energy, where some 40% of energy is from hydropower, electricity costs are high. There is also a contribution to greenhouse gases caused by the burning of fossil, although the contribution is much less than that of developed countries. Nonetheless the sub region is intent on reducing its dependence on fossil fuels. There is considerable renewable energy potential among some of the countries which have geothermal activity. The exploitable geothermal potential in the Eastern Caribbean is estimated at 850MW, distributed between the islands of St Kitts and Nevis, St Lucia, Dominica, Grenada, Monserrat and Guadeloupe. Although this potential is only being commercially exploited by Guadeloupe currently, intense studies are underway in all of the other countries, and additional commercial production is likely in the next few years. Governments are also pursuing energy efficiency initiatives in order to lower bills as well as greenhouse gas emissions. Energy policies in the region are being revised and

<sup>10</sup> IMF (2013): Caribbean small states: Challenges of high debt and low growth.

upgraded to accommodate provisions for energy efficiency and the exploitation of renewable sources of energy.

## **Climate change**

Climate change is a significant development threat to the Islands of the region due to their multiple vulnerabilities which include small populations, remoteness, open and undiversified economies, susceptibility to natural hazards<sup>11</sup>. The SIDS Accelerated Modalities of Action (SAMOA) Pathway<sup>12</sup> noted that “in spite of the considerable efforts of small island developing states and the mobilisation of their limited resources, their progress in the attainment of the internationally agreed development goals, including the Millennium Development Goals, and in implementing the Barbados Programme of Action and the Mauritius Strategy has been uneven, and some have regressed economically. A number of significant challenges remain.”

Because of their inherent vulnerabilities, these islands are particularly susceptible to the potential impact of Climate change. The damage caused by natural hazards in the region has been significant in the recent past amounting to 6% of GDP on average per year in some countries. It is estimated that increased activity resulting from climate change could increase annual losses by another 1 to 3% of GDP by 2030<sup>13</sup>. Climate change is also expected to have significant adverse impacts on land, water resources, biodiversity, shoreline stability, and health of coastal and marine ecosystems. For example the phenomena of coral reef bleaching which has been linked to increasing marine temperatures could kill off reefs, eliminating both their protective and beach replenishment capacities. Variable rainfall patterns can result in periods of droughts and flooding, threatening lives, livelihoods and infrastructure. Rising sea levels will result in lost coastal areas, where major settlements, critical infrastructure and tourist facilities are located; and saline intrusion of underground water, thereby compromising the quality of potable water, irrigation water and agricultural soils. Land, coastal and marine ecosystems which are already stressed by land-based sources of pollution, urbanisation, poor land use planning and water resource management, could be irrevocably compromised with devastating effects on tourism and agriculture, the sectors which are among the most important due to their contribution to GDP and employment in the region.

## **Poverty in the OECS**

Poverty in the region has been found to be multidimensional in nature. Among the contributing factors are the macroeconomic situation, vulnerabilities to natural hazards, unemployment and underemployment, as well as unequal access to power, education and resources by large segments of the society. There is also a gender component to poverty as female headed households are more likely to be poor than other households. The findings of Country Poverty Assessments (2007-2009) carried out by the CDB on countries of the region suggest that there is a significant number of working poor in the region. These are persons who work a full 40hr and more per week, but whose wages are unable to meet the needs of their household and who fall below the poverty line. This explains to some extent how in years past, while growth rates in GDP were rising, poverty rates were also increasing.

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<sup>11</sup> A natural hazard is a natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage (UNISDR, 2009)

<sup>12</sup> <http://www.sids2014.org/index.php?menu=1537>

<sup>13</sup> CCRIF. 2010. Economics of Climate Adaptation (ECA) in the Caribbean

The manifestation of poverty includes poor housing and sanitation, unemployment or under employment among adults, incidences of malnutrition among children and crime. Rural poverty is further characterised by low agricultural output and productivity. Poor children are less likely to attend school regularly and because of their lack of education and skills, are unlikely to have well-paid jobs as they get older. The cycle of poverty therefore continues and manifests as generational poverty. Although countries in the region have started the process to strengthen social safety nets, the limited fiscal space within the governments operate leave little room to finance welfare or social security programmes.

Poverty adversely affects the environment as limited alternatives for livelihoods and basic needs, compounded with environmental degradation and limited awareness of the impact of their actions, can lead the poor into environmentally unsustainable practices which then increase their own exposure to natural hazards. For instance, illegal settlements and activity in flood prone areas exacerbate the effects of high rainfall incidences and threatens lives and the integrity of the local environment; deforestation due to persons cutting trees for fuel, or clear cutting to plant subsistence crops can cause soil erosion, land slippage and flash flooding. The cumulative effects of consistent losses over time, due to even unremarkable weather events, can create persistent and generational poverty. The poor are also disproportionately affected by natural disasters due to their limited capacity to adapt, and also their dependence on natural resources and related services for their survival.

A major contributor to poverty in the region is chronic unemployment especially among the youth, and the rise in crime and violence across the region contributes to, and is also a result of, the cycle of poverty and inequality.

## **Crime and Violence**

The small open economies of the region have been impacted by globalisation and rapid modernisation, both of which have contributed to a measure of social instability and dislocation. In the context of the sharp economic downturn of the last decade, there has been an “unprecedented rise in levels of youth risk and vulnerability in areas such as education migration, unemployment poverty, health, cultural fragmentation and social dislocation”<sup>14</sup> This has resulted in an environment conducive to increased rates of crime and violence. These higher incidences of violence and rising crime rates are unfortunately becoming a defining factor in the region’s development. Violent crime incidents and homicides appear to be on the increase reflecting the following rates in 2010: Antigua and Barbuda 11 per 100,000 Barbados 7 per 100,000; Grenada 13 per 100,000; Saint Kitts & Nevis 34 per 100,000; Saint Lucia 22 per 100,000; and Saint Vincent and the Grenadines 27 per 100,000,<sup>15</sup>. As the rates increase, youth are disproportionately represented as both victims and perpetrators. Factors influencing the trend include significant numbers of disaffected, unemployed youth, gang activity, drug trafficking ( over 23-35% of illegal drugs destined for the UK pass through the region<sup>16</sup>), and the ready accessibility of illegal firearms. Homicide rates, both domestic and gang related, have increased and there is evidence that this is eroding socioeconomic development opportunities and

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<sup>14</sup> Caribbean Human Development Report (2012): Human development and the shift to better Citizen Security

<sup>15</sup>ibid

<sup>16</sup>Vaux, Tony and Harriott, Anthony: Small islands, Big Problems: Strategic Conflict and Security Assessment- Caribbean Report, prepared for UK Conflict Prevention Pool Strategy for the Caribbean.

threatening the region's performance and potential to achieve international development goals, including the Millennium Development Goals (MDGs).<sup>17</sup>

Of significance is the high level of gender based violence (GBV) that continues unabated. Statistics show that violence against women region wide is increasing and sexual assault and violence against women is prevalent and results in considerable levels of insecurity among women<sup>18</sup>. The causes are many, but some can be attributed to a culture of violence and adversarial intimate relationships, and low levels of education which leads to an inability to communicate and peacefully resolve of conflicts. The poor economic status of women in general, and increasingly young women in particular, make them susceptible to being lured into exchanging sexual favors for small money, especially in tourist resort areas, but also in general. Their non-compliance with demands made of them can precipitate violence. There is also the impact of cultural expressions (e.g. popular music) which many times objectify women, and can appear to condone violent acts against women. A major constraint to appropriate responses to GBV, and especially domestic violence, is that this form of violence is still considered by society and law enforcement, to be a private problem that should be resolved between the partners, instead of being recognised as a crime, and a threat to women's security. Domestic violence is not included in public policy on security, nor is it visible as part of the mandate of protection of the security sector in the majority of countries of the region.<sup>19</sup>

## **Youth**

Weaknesses in the education system have been cited as one of the factors contributing to youth vulnerability, as boys in particular fare poorly, and leave school without adequate skills to ensure their ability to earn a decent wage. Their lack of participation in civic and governance structures causes feelings of isolation and powerlessness which predisposes them to seeking for outlets to affirm themselves. These outlets can present themselves as membership in a gang or as a violent partner in a domestic relationship.

Caribbean governments have long recognised youth and adolescents as a vulnerable group. Noting the special challenges facing this cohort of the population in the wake of the global financial crises, and consequent national economic retraction, the 27<sup>th</sup> meeting of CARICOM Heads of government mandated the establishment of a CARICOM Commission on Youth Development (CCYD) to analyse the challenges and opportunities of youth in the CSME, and make recommendations to improve youth development and empowerment. The CCYD prepared the 2010 report: "Eye on the Future: Investing in Youth now for tomorrow's community" as an evidence based modular situational analysis tool that can inform strategy development policy and programme formulation, implementation and monitoring of youth programmes.

## **Gender**

Despite good progress in terms of secondary and tertiary educational status versus their male counterparts, Caribbean women are still vulnerable based on their less favourable level of economic participation and empowerment. Even at the top end of their profession, women are disadvantaged because of the uneven responsibilities to care for home, children and sometimes the elderly in extended families. Although there has been improvement in the number of women in active politics,

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<sup>17</sup> Economic Commission for Latin America and the Caribbean (2013). Caribbean Forum: Shaping a sustainable development agenda to address the Caribbean Reality in the twenty first century.

<sup>18</sup> Caribbean Human Development Report (2012): Human development and the shift to better Citizen Security

<sup>19</sup> OAS, Briefing Note- A rights based and Gender equality Approach to Citizen Security in the Americas

the number continues to be quite low at 15% throughout the Caribbean. The disparity between the genders is the result of cultural biases which constrain girls' activities to the home, doing domesticated chores under a measure of discipline by teachers and other adults, while male children are frequently absolved of responsibility for chores or any support to the household. The result is an ethic of indiscipline and irresponsibility among young males which can negatively affect their educational development. Other adverse factors are: 1) low self-esteem; 2) persistent violence and the absence of discipline, 3) a masculine identity that drives boys and young men away from better performance at school, and 4) limited opportunities for jobs after graduation<sup>20</sup>.

Lack of achievement in the skills training or academic sphere predispose young men to unemployment or underemployment, reinforcing the sense of low self-esteem and making them susceptible to displays of anger and violence to resolve conflict. In addition, unfulfilled aspirations and economic need can drive them to engage in criminal, and often gang related activity. The trafficking of drugs through the region to satisfy demands in North America and the UK offers youth seeking quick financial, gains a relatively "easy" way out of the cycle of poverty and underachievement, at least until they are apprehended and subjected to an inadequately evolved justice system.

### **OECS as SIDS in the Post 2015 era**

Eastern Caribbean countries continue to face problems common to SIDS. This include small populations, limited resources, susceptibility to natural disasters, vulnerability to external shocks, excessive dependence on international trade, high transportation and communication costs, disproportionately expensive public administration and infrastructure due to small size, and little to no opportunity to create economies of scale.

To a greater extent than other SIDS, Caribbean SIDS are beset by high debt, stagnating growth, and burgeoning crime rates related, in great part, to several countries being major trans-shipment points for drugs passing from South America to the markets in North America and the UK. In solidarity with other SIDS, and in order to address their own development issues, the Caribbean islands have been active participants in the establishment and ratification of the various SIDS treaties and agreements, including the Barbados Plan of Action(1994), the Mauritius Strategy (2005) and their respective follow up/review actions, and most recently the Samoa Pathway (2014). A review of the progress of Caribbean SIDS shows that while they have made progress towards the achievement of the MDGs on several fronts, there has been some regression due to the economic fall-out which has gripped the region due to slowing growth, and the 2008 financial, food and fuel crises. Progress has been made towards achieving Goal 2 (Achieve Universal primary education); 3 (Promote gender equality and empower women); 4 (Reduce child mortality), 5 (Improve maternal health); 6 (Combat HIV, AIDS, malaria and other diseases), and to a lesser extent, Goal 7 (Ensure environmental sustainability). Constraints to greater achievement result from crime and violence, economic and social vulnerability of the countries, inadequate safety nets, social gendered norms which create barriers to boys' secondary education, and risks to maternal health caused by teenage pregnancy, HIV and AIDS.

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<sup>20</sup> UNDP: Revista Humanum Blog (2012)The unique face of gender (in)equality in the Caribbean

## Chapter 3: UNDP Response and Challenges

It is part of UNDP's mandate to assist countries, upon their request, to address their urgent development challenges, supporting coalitions and partnerships for change and connecting individuals and institutions to share knowledge, experience and resources. As countries develop national capacity, they can draw on UNDP and the range of regional and global partners and programming arrangements.

The United Nations Development Programme (UNDP) has been operational in Barbados and the OECS since 1980, and operates along with several other UN agencies including: United Nations Entity for Gender Equality and the Empowerment of Women (UNWOMEN), United Nations International Children's Fund (UNICEF), International Telecommunication Union (ITU), Food and Agriculture Organization (FAO) and Joint United Nations Programme on HIV/AIDS (UNAIDS), all resident in UN House. PAHO is also resident in Barbados, but in another location, while other non-resident agencies which also form part of the UN Subregional Team (UNST) are the International Labour Organization (ILO), United Nations Population Fund (UNFPA), , United Nations Environment Programme (UNEP), Universal Postal Union (UPU), United Nations Economic Commission for Latin America and the Caribbean (UN ECLAC), and United Nations Educational, Scientific and Cultural Organization (UNESCO). The agencies are all signatories to the UN Development Assistance Framework, which is developed under the leadership of UNDP Barbados. The UN system in Barbados and the OECS implements the Delivering as One approach which is led by the Resident Coordinator of the UNDP.

### **UNDP Programming and Achievements 2001-2011**

Since 2001 when the UNDP commenced implementation a subregional approach to its programming in the 10 countries, there have been 3 programming cycles. These are the 2001-2003 Sub Regional Cooperation Framework (SCF) which was extended to 2004; the 2004-2009 Sub Regional Programme Document (SPD), which was extended to 2011, to facilitate alignment with the UNDP corporate strategic plan and the UNDAF; and the currently implemented programme, the 2012-2016 Subregional Programme Document.

The UNDP SCF (2001-2004) Programme was developed within the context of the 2002 UNDAF which identified Poverty as the main issue affecting the Eastern Caribbean. The determination was based on the findings of the Country Poverty Assessment (CPA) undertaken in the mid to late 1990s. The UNDAF was also informed by discussions and consultations with governments of the subregion and intergovernmental institutions such as CARICOM, CDB, OECS Secretariat (now Commission), and the World Bank.

Under the programme, the UNDP undertook and /or led action in the areas of sustainable livelihood development, poverty reduction for vulnerable groups, environmental management, food security, social development and capacity development of CSOs.

### **UNDP subregional programme 2005- 2009**

The SPD was based on the Subregional Common Assessment (SCA) and the United Nations Development Assistance Framework (UNDAF) for Barbados and the OECS (2002-2004). Both were revised by the United Nations subregional team for the period 2005-2009. The UNDAF and the SCA were guided by the programme of reform of the Secretary-General and by the commitment to the

“Right to Development” established by the United Nations. The 2002-2004 UNDAF focussed on attaining sustainable human development – and in particular the Millennium Development Goals (MDGs) – using a multi-dimensional approach to poverty reduction as a priority area.

The sub regional programme was extended to 2011 (to facilitate UNDP corporate strategic plan and UNDAF alignment) and prioritised the four programme areas;

- Governance reform and Institutional development;
- Poverty reduction and Social Sector Development in support of the MDGs and other national and international development goals;
- Capacity building for environmental and natural resources management;
- Risk Reduction and Disaster Management

### Governance

For the initial programme period 2001-2004, governance was not fully developed as a thematic area and time was spent implementing a number of small somewhat disjointed activities, while at the same time mobilising resources and building partnerships for a mixture of national and regional projects. Unfortunately, not much of the process was documented, however there were some positive results generated by the outputs and activities:

1. The first Caribbean Human Development Report (HDR) was prepared- which provided governments, donors and other partners with valuable information on poverty, and stimulated the recognition among governments that there needs to be better understanding of long-term issues such as the structure, scope and character of poverty reduction; social development; and comprehensive disaster management strategies. In addition, the need for evidence based plans and policies to tackle the issue of poverty and social development was identified.
2. Staffing and equipment was made available to the OECS Social Policy Unit – which established capacity within the Unit and facilitated the preparation of the first Caribbean HDR
3. Research and workshops were undertaken on Constitutional Reform- which raised the profile of UNDP as a trusted broker; provided a sound basis for the process of reform; improved understanding and stimulated clearer dialogue; and enhanced public and multi stakeholder participation.
4. Statistical governance assessment: The Governance Assessment Project for Barbados was a key contribution to regional governance as it was focused on establishing comprehensive statistical indicators on governance.<sup>21</sup>

Under the 2004-2009/11 Programme, Governance became more defined as a Thematic area. Some pivotal activities were undertaken which included:

1. Public sector **modernisation**- Roll out of the Virtual Development Academy offered public sector middle managers in two pilot countries (Grenada and Saint Lucia) access to high-quality public administration education not ordinarily available in the subregion.
2. **Financial reform/ Management** support through CARTAC, a multi- donor financed UNDP project, which began operations in 2001 and continued through the two phases, providing specialized technical assistance including on demand technical advice economic and

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<sup>21</sup><http://gaportal.org/resources/detail/statistical-report-for-the-governance-assessments-and-measurements-project-for-barbados-and-the-east>

financial management in 21 countries in the Caribbean region including Barbados and the OECS. This demonstrated UNDP as a successful broker of the complex arrangement, and demonstrated a holistic and sensitive approach- integrating results based management and gender.

3. **Civil society** support constituted a number of small activities including a 2006 report on CSOs and how to work with them. Somewhat limited success due to suspicion/ distrust between CSOs and governments. It was recognized that the OECS need to have a stronger role in working with CSOs. Some additional work was needed on this
4. **Youth** – The SRO initiated a substantive project on youth which focused on a number of areas such as: (i) youth participation in sports, (ii) arts and culture, (iii) entrepreneurship and (iv) participation. This was the YouthIN project and the support to the CCYD report.
5. **Institutional Coordination and cooperation**- the UNDP played a key role in coordinating agencies within the UN system and the broader donor community; helped support in-country consultation among donors and between donors and governments through support for multi stakeholder consultations in three countries, and through leadership in the coordinated relief effort in Grenada after Hurricane Ivan.

### **Poverty reduction**

There was good support for poverty reduction and MDG monitoring in Barbados and the Eastern Caribbean from 2001 to 2008, particularly via targeted support to the OECS Secretariat, and involvement in the Support to Poverty Assessment and Reduction in the Caribbean (SPARC) initiative. Over this period, the UNDP established its position as a leader and advocate on poverty reduction and social development issues. Specifically, the findings of the ADR showed that the work on poverty issues was stretched across many intervention levels and partnerships, and included regional or subregional networking and advocacy, capacity development with line ministries and direct community implementation. The inclusion of targeted work on gender and HIV/AIDS Poverty reduction also included targeted work on gender and HIV/AIDS, which further stretched programme resources and expertise.

Specifically:

1. The capacity built in the OECS Social Policy Unit facilitated the development and dissemination of the Caribbean HDR 2012, as well as the preparation of several Poverty Reduction Strategy Papers (PRSPs);
2. The Dominica PRSP was instrumental in the country's negotiation with the IMF and Grenada's interim PRSP helped donors in supporting country priorities during the hurricane recovery period after 2005;
3. There was strong demonstration of capacity of OECS and country-level practitioners to conduct surveys and Country Poverty Assessments;
4. There was improved availability and use of social and poverty monitoring data to support Country Poverty Assessments, and for the targeting of beneficiaries in projects.

SPARC demonstrated several best practices in terms of: Donor collaboration and Partnership e.g. between UNDP and the EU to support data capture in St Lucia, and other collaborations to implement poverty surveys in other islands were found to be very effective by stakeholders and UNDP demonstrated leadership in convening and coordinating donors and collaborating partners under the project; and also in advocating on behalf of the initiative.

Among the several constraints experienced in the implementation of the programme included the fact that UNDP was sometimes challenged to respond adequately to the demands placed on it to implement at so many levels, and respond to requests for support in networking, advocacy,

knowledge brokering. There were also issues with overarching coherence and determination of where to direct intervention – country, regional level.

### **Environment and Energy**

The SRO was instrumental in providing support for the establishment and core funding of the OECS Secretariat's Environment Unit. In addition, the agency acted as implementer of the Global Environment Facility (GEF) in the Eastern Caribbean countries, over the years 2001-2007, disbursing approximately \$3.9 million of GEF resources on various environment activities. These funds were available for the first time to several countries.

Specifically:

1. The GEF/SGP Regional Programme Strategy was approved and implemented to support governments and civil society organizations to use the GEF/SGP funded projects as the first phase of longer-term interventions;
2. The OECS Environment and Sustainable Development Unit commenced its subregional coordination role with technical advice, inputs and consultation with UNDP
3. Land use policies and/or legislation were developed in select countries; memorandum of understanding on technical cooperation was adopted and implemented; and there was greater engagement of civil society organizations and communities in the management of environmental issues
4. GEF was found to be beneficial with valuable interventions for governments and NGO's to implement projects; Successes were found to be based on pre-existing capacity to manage projects.
5. Monitoring and Evaluation follow- up was weak on some projects that would likely support improved sustainability and learning for future small-scale initiatives

### **Risk Reduction and Disaster Management**

The longstanding position of the UNDP in the region and its reputation as a development partner had much to do with the agency becoming a leader in early disaster response. From 2001 to 2003, the agency directly disbursed approximately \$1.2 million on disaster-related activities, and more than \$2.9 million from 2004 to 2007. In the period following Hurricane Ivan in 2004, the agency facilitated the disbursement of over US\$80M in reconstruction funds from various funding agencies, and was particularly instrumental in the recovery of Grenada which benefitted from the design and implementation of community- level reconstruction efforts carried out jointly with the UNDP Poverty Reduction Programme. The agency became involved with capacity building of governments and the OECS to address disaster risk reduction and continued to support CDERA, which it had established together with the CDB in the late 1990's. The capacity building efforts with the Caribbean Disaster Emergency Relief Agency and the OECS, expanded to include the design and implementation of comprehensive, long- term disaster monitoring, management and mitigation strategies.

The following activities are of particular importance to the evolution of the DRR Programme area;

1. The Caribbean Risk Management Initiative (CRMI) was designed to build capacity across the Caribbean region for the management of climate- related risk and to share information on disaster risk reduction and related issues among stakeholder communities. The programme was effective in enhancing multi- country collaboration for disaster risk reduction, and was a necessary precursor to the mainstreaming of disaster management into the national plans and budgets of governments in the subregion (via both CDERA and the OECS Secretariat).

2. Support was provided to the Eastern Caribbean Donor Group for Disaster Management (ECDG/DM) to upgrade its role and functions to allow for better collaboration and preparation for future disasters. The entity has been seen as very effective for promoting a standardized approach to pre- and post- disaster event assessment, and continues to facilitate effective, timely and coordinated response operations, in the event of a rapid onset emergency and request from an affected Member State and in support of the existing regional mechanism

### **Sub Regional Document (2012-2016)**

The Sub-regional Programme Document for Barbados and the OECS (SPD, 2012-2016)<sup>22</sup>, is based on the relevant programmatic areas outlined in the United Nations Development Assistance Framework (UNDAF), 2012-2016. The preparation of both the SPD and the UNDAF benefitted from a comprehensive analysis of the development context of the sub region<sup>23</sup>, and consultations with governments and intergovernmental institutions such as CARICOM, CDB, OECS Secretariat (now Commission), and the World Bank.

The Outcome Areas of the UNDAF are:

1. Environment, energy, climate change and disaster risk reduction
2. Enabling environment of effective economic and social governance and enhanced security
3. Social protection and poverty reduction with a focus on vulnerable groups
4. Food and nutrition security
5. Public health within context of the development agenda using a rights-based approach, maintaining focus on HIV/AIDS and non-communicable diseases
6. Capacity building and institutional strengthening

The SPD was approved in June 2011 and consists of the following main Programme elements: of the SPD are:

- i. Cross cutting issues – Gender equality and capacity development
- ii. Poverty reduction and MDG achievement
- iii. Governance
- iv. Environment, energy and climate change
- v. Disaster risk reduction

The Multi Country Programme Action Plan (MCPAP, 2012-2016) is based upon the SPD. It takes the UNDAF, and the commitment of the UN system to “Deliver as One” into consideration, and builds upon the experience gained, and progress made during the implementation of the previous (2005-2010) Subregional Programme to provide services ranging from strategic regional interventions, to capacity development; technical and policy advisory and implementation support, and alignment with the corporate priorities presented in the UNDP Strategic Plan 2008-2013.

The implementation of the Sub Regional Programme also considers the UNDP Gender strategy (2014-2017), the UNDP Youth strategy (2014-2017), and at this point, midway through the 2012-2016 programme period, there is now the imperative to align with the UNDP Strategic Plan (2014-2017).

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<sup>22</sup> Sub-regional Programme Document for Barbados and the OECS (2012-2016) – Results Framework

<sup>23</sup> UNDP (2011). Sub Regional Situational Analysis of the Development Context of Barbados and the OECS

## **Planned Elements of SPD (2012-2016), and the MCPAP (2012-2016)**

The focus of the SPD is to “close the gaps identified in the Caribbean MDG Report 2010, including support for improvements in the management of natural resources and adapting to climate change; and to address the priorities articulated by countries during the UNDAF consultation process<sup>24</sup>.”

Specifically it planned to address:

### **1. Crosscutting issues**

In addressing the cross cutting issues of gender equality and capacity building, the SPD proposed to work with partners to develop gender-disaggregated datasets to capture the “differential impacts of natural disasters in order to inform post-disaster damage and loss assessments and recovery and reconstruction strategies and plans, as well as gender-sensitive climate change adaptation strategies”. In addition, it planned to strengthen data collection, analysis and its use in policy-making across all priority areas and will emphasize the development of capacities of key national partner institutions. This will build on work already started under previous Programme cycles that supported the integration of SIDS-specific poverty/vulnerability/resilience measures in country poverty assessments (CPAs) and poverty reduction strategies (PRSs).

### **2. Poverty reduction and MDG achievement.**

The SPD also committed to support the acceleration toward the achievement of the MDGs, while increasing the focus on mechanisms to define SIDS-specific measures of poverty and vulnerability, and build national and regional capacity in data collection, on these parameters to support evidence based decision making. This would be implemented through SPARC which started under the previous programme period. The project would also support the OECS Social Protection Reform programme and promote decent work and inclusive markets through entrepreneurship and small and medium enterprise development. UNDP also planned to support governments in addressing the poverty and social impacts of various reforms, as part of complementing the support to macro-fiscal stability provided by the IMF and World Bank. In addressing HIV/AIDS with a human rights-based approach, the UNDP would focus on advocacy on stigma and discrimination, to address the needs of vulnerable groups such as sex workers and transgender populations.

### **3. Governance**

In seeking to support democratic governance issues such as accountability, transparency, integrity and gender responsive initiatives, the UNDP planned to strengthen governance practices, including providing support for the development and use of Democratic Governance Assessments (DGAs) that facilitate measurement of countries’ capacities; collaborate with United Nations funds and other development partners to develop programmes to enhance crime prevention and citizens’ security that specifically target youth and adolescents. Support for volunteerism within civil society and the private sector would also be facilitated.

### **4. Environment, energy and climate change**

In view of the natural hazard risks faced by the states and territories of the region, and their dependence on imported fossil fuels, the UNDP deemed it critical for the SPD to support the development and implementation of national policies and strategies for energy security, climate

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<sup>24</sup> Sub-regional Programme Document for Barbados and the OECS (2012-2016).

change adaptation, and improved management of natural resources. This would be effected through building on ongoing initiatives to support the introduction and transfer of technologies, knowledge and good practices, and build capacity in renewable energy, energy efficiency and addressing climate change. Among the initiatives pursued would be: the further development of SIDSDOCK (a global SIDS energy initiative); modelling climate change impacts; conducting damage and loss projections; support for research on compensation mechanisms to finance the anticipated loss and damage associated with climate change; support for the establishment of a policy framework for the development of a green economy in the Caribbean and harmonization of data for policy analysis and national accounting. In addition, Climate Change would be mainstreamed in critical development areas such as energy, agriculture, health, water resources and infrastructure.

## **5. Disaster risk reduction**

UNDP expected to advance in this area through regional, sub regional and national initiatives which build on the agency's support to the Comprehensive Disaster Management (CDM) Framework led by the Caribbean Disaster Emergency Management Agency and the Hyogo Framework for Action. Activities would include investments in hazard mapping and vulnerability assessments; support to early warning systems; and continued capacity development of DRR infrastructure. Where necessary, DRR mainstreaming would benefit from the development and implementation of recovery strategies, which be formulated around "poverty reduction and democratic governance strategies, including an emphasis on sustainable livelihoods and inclusive consultative processes." Links between the DRR and climate change adaptation agendas at both the national and regional levels would be strengthened, as well as national and regional disaster response and assessment capabilities.

### **Additional Implementation strategies for the SPD**

The following recommendations of the ADR were considered as part of the implementation of the 2012-2016 MCPAP. It was recommended that the SRO:

1. Focus its priorities on upstream initiatives (e.g., policy, advocacy, multi- stakeholder coordination, networking, knowledge brokering and capacity-building) that will address broad underlying issues, particularly related to poverty and social vulnerability in the Eastern Caribbean as a key development theme.
2. Increase its focus on South- South cooperation and define a clear action plan for implementing and measuring the effects of these activities in a more systematic way in order to build on the inherent opportunities for enhanced South- South knowledge exchange, particularly between NCCs and non- NCCs
3. Increase consultation with, as well as revise, update and expand its relationships with NCCs in order to maximize emerging opportunities for upstream, knowledge- based programming involving countries at this stage of development.
4. Strengthen partnerships with the private sector, and play a more proactive advocacy role in linking government, the private sector and NGOs on a range of environmental, social and climate change adaptation issues.
5. Develop a detailed resource mobilization strategy with specific targets and timelines
6. Integrate climate change adaptation as a cross- cutting issues across all programme areas.

Further,

7. The UNDP should help convene and coordinate key stakeholders in order to support the creation of a standardized vulnerability analysis tool or index that can be used to more accurately describe and rank the countries.
8. UNDP headquarters should formally designate UNDP Barbados as a subregional office, and work closely with the Resident Representative and senior managers in order to develop a customized management

strategy and set of procedures or tools that are better suited to the special requirements of this type of office.

9. The coherence of the programme should be improved by strengthening the capacity of the SRO to utilize results- based management and by ensuring that all funded initiatives clearly contribute to achievement of longer- term programme outcomes, with priority given to upstream policy/advocacy objectives.
10. Well- defined sustainability strategies should be incorporated into every subregional programme initiative.
11. UNDP should selectively increase its on- the- ground presence in countries receiving target for resource assignment from the core (TRAC) funds, at least on a short- term or temporary basis, in order to build technical and implementation capacity within countries.

The extent to which these have been implemented are reflected in Chapter 4- Findings.

### **Implementation from 2012-2014**

Notwithstanding the proposed plans for implementation within the 2012-2016 Programme period, the SRO has had to make considerable adjustments to respond to reduced core funding and increasing demand for its services from the territories and states that it serves. The prolonged economic downturn has impacted the ability of member states to meet their own internal obligations, and partner effectively in project implementation; and the occurrence of at least 2 natural disasters over the period has only exacerbated the situation for some countries. With declining donor funds available, increasing demands from participating countries to address pressing development needs, and meet new and emerging developing priorities, the SRO was challenged to do more with less. As such the Programme had to be restructured considerably and commencing in 2013, this involved the rationalization of programme areas as well as staffing.

The planned programme areas of Poverty Reduction and MDG achievement, Governance, Disaster Risk Reduction, and Environment were restructured to establish the 3 areas below:

1. Sustainable Human Development & Inclusive Governance
2. Environment and Energy and
3. Climate Change & Disaster Risk Reduction.

In addition, commencing mid-2014, the process of alignment of existing and emerging priorities with the new UNDP 2014-2017 Strategy has been under way. The main focus of the activity is to ensure that multi-sectoral approaches are employed to address the underlying causes of increasing inequalities and vulnerabilities in the countries. The strategy involves the SRO moving away from its current thematic focus, to work in a more integrated way.

### **UNDP Strategic Plan (2014-2017)**

The New Strategic Plan is the first one to have a single goal which is **“Helping countries to achieve the simultaneous eradication of poverty and significant reduction of inequalities and exclusion”**. While the SP, identifies the challenges of increasing poverty, rapid urbanisation and technological advancement, it also makes note of opportunities. In order to meet the challenges however, the UNDP needs to reinforce its strengths including its “up- to-date intellectual outlook, proven ability to influence policy and build capacity, and a long-standing role as a trusted partner working across sectors and with multiple stakeholders, often on sensitive issues”. The agency also needs to address its challenges which include key gaps in skills, diminished speed of action, rising costs and declining

core funding and work toward delivering higher quality advice, more effective and efficient operations, and become a more “knowledge-driven, innovative and open institution”.

There are 7 Outcomes Areas as follows:

1. Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded;
2. Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance;
3. Countries have strengthened institutions to progressively deliver universal access to basic services;
4. Faster progress is achieved in reducing gender inequality and promoting women’s empowerment;
5. Countries are able to reduce the likelihood of conflict, and lower the risk of natural disasters, including from climate change;
6. Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings;
7. Development debates and actions at all levels prioritize poverty, inequality and exclusion, consistent with our engagement principles.

The Areas of Work are:

1. How to adopt sustainable development pathways;
2. How to build and/or strengthen inclusive and effective democratic governance;
3. How to build resilience.

## **Challenges**

The SRO been challenged in several ways since the start of the programme period in 2012. The Programme commenced with funding challenges due to the closing of two large projects (The Youth In Project and the Regional Risk Reduction Initiative (R3i) in the OCTs), and no funding approval for projects of similar size. With less Core funds also unavailable, the restructuring of 2013 became a necessity and involved considerable time for programme team to rationalise the Programme. The heavy rains of December 2013 devastated 3 of the member countries, and necessitated the UNDP galvanising its emergency response.

Later, approaching the mid-term of the Programme, period there was the need to align the Programme with the 2014-2017 Strategy. Programme staff were again called upon, trained in the alignment process and engaged in the process of realigning their work programmes while continuing to fulfil their obligations to member states for technical advice, project management, resource mobilisation and other issues that might emerge.

Even in the absence of these organisational imperatives, the SRO is particularly challenged with a complex and demanding work load due to its mandate to support the sometimes diverging development processes of the 10 (now 11) countries in the subregion. Notwithstanding their status as SIDS, and their small sizes and populations relative to the countries of the wider CARICOM region and Latin America, the multiple vulnerabilities of these countries and their diverse development contexts makes a “one size fits all” approach of little value. The SRO is therefore called upon to support the implementation of projects at, not only the multi country and regional levels, but also at the national level. These different levels of implementation have differing levels of cost effectiveness, require complex logistical arrangements, and also present a challenge in working with indicators in a single results framework, such as that of the MCPAP, and more recently in the 2014-2017 UNDP Strategy, and applying these to national, multi country and regional level programme/project results at the same time.

In recognition of the challenges faced by the SRO in implementing a sub-regional programme yet being characterised operationally as a Country programme, the ADR <sup>25</sup> recommended that the UNDP HQ establish the UNDP SRO as a subregional Programme with specially developed management tools to support its unique operations. However, the status remains unchanged to date, and the challenges persist.

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<sup>25</sup> Recommendation 8- Assessment of Development Results: Evaluation of Assessment of UNDP's contribution - Countries of the OECS and Barbados (2009)

## Chapter 4: Evaluation findings

This chapter presents the assessment of the contribution of the Sub regional programme to its objectives by each evaluation criteria.

### 4.1 Relevance

UNDP's contributions to engage civil society and governments in the region on development matters were relevant and well aligned with regional and national priorities. The sub regional interventions are framed within UNDP's mandate and are consistent with the 2014 to 2017 UNDP Strategic Plan and the United Nations Development Assistance Framework (UNDAF) 2012 to 2016. Both documents have been informed by dialogue and consultation with national and regional partners, and prioritise interventions in the areas of Climate Change, Environment, Human Development and Good Governance. All information sources stated that the projects within these programme areas continue to be relevant, aligned to the national and regional needs and commitments respectively as reflected in documents such as Multi-country Programme Action Plan 2012-2016, relevant Country Development strategies, Regional development plans (Barbados Plan of Action, OECS Economic Union Protocol, Caribbean MDGs) and International treaties such as the Hyogo Framework for Action (HGA), and the UN Framework Convention on Climate Change (UNFCCC). The particular range of projects implemented under the Programme areas directly address significant priorities, since the work on issues of poverty, inequality and vulnerability is relevant to a region with serious social and economic deficiencies. UNDP focal point respondents agreed that the main priority issues of the region i.e. social and economic development and climate change adaptation are substantially addressed by the programme.

All sources consulted during the evaluation reported that UNDP provided value added support to Eastern Caribbean countries. The objectivity and impartiality of the United Nations, its ability to convene different governments, civil society and agency stakeholders has been instrumental in all focus areas - Climate Change and Disaster Risk Resilience, Energy and Environment, and Sustainable Human Development and Inclusive Governance. Stakeholders perceive the UNDP as a legitimate politically neutral and trustworthy organization, with unbiased interests and impartiality towards all stakeholders. This factor is important because governments establish institutional alliances based on trust, and this is particularly the case for a sensitive projects such as the Constitutional Reform Project being undertaken in Grenada, and dialogues facilitated under the Engaging Caribbean Youth on Citizen Security. Youth involved in the Think Tank under the Youth Innovation Caribbean Network for Youth (Youth IN) expressed appreciation for an intervention that was devoid of any political agenda or overtones, and which created access to youth of all educational, and socioeconomic backgrounds.

More often than not, the design of projects under the Programme was holistic, incorporating both top down (policy development, institutional strengthening) and bottom up elements (community awareness raising, training, dialogue). In Antigua and Barbuda, for example, the Sustainable Island

Resource Management (SIRM) project and its various outputs were designed to link different sectors and levels of actors; documents were developed to discuss environment mapping with the environment unit, fisheries, maritime services, the police, coast guard and other relevant institutions; communities at the local level were also involved in the project. Similarly, with the Community Alerts Project (CAP), the communities were involved in consultations on early warnings' needs and priorities as well as technologies which are affordable and easy to maintain. The project approach was based on previous experiences and was able to translate scientific principles into actions that are comprehensible and relevant to the Eastern Caribbean context.

The degree of participation of different sectors and groups of stakeholders in the project planning processes at the country and regional level has been satisfactory. Participation in project design was felt to be suitably broad and substantial. A survey of stakeholders found that 8% of respondents consider the programme elements as very participatory; 77% said it was participatory, while 15% considered it non participatory. Several of the projects in the area of Environment and Energy are supported by the GEF, and the process of identification and formulation is carried out in close collaboration with Governments, from the drafting of concept notes through to proposal finalisation. The projects in this area are considered highly relevant to promoting the diversification of energy in the Caribbean region through awareness raising, formulation of public policy, pilot projects and upscaling to projects of broader scope.

In the area of Disaster Risk Resilience, the regional programme included participatory processes for the identification and formulation of projects. For example, national workshops were convened to identify priorities with participatory processes which included all the strategic partners. In the framework of disaster risk management projects, there were good examples of institutional alignment for the design and monitoring of initiatives; for example, committees were established under the DIPECHO initiative, which met quarterly to share experiences between projects that were funded in the region (including countries such as the Dominican Republic).

In the area of Inclusive Governance, the YouthIN program was identified and formulated in a participatory way, through consultation with CARICOM, youth offices of the various Governments and youth representatives from across the region.

The stated outcomes and indicators show mixed levels of quality and pertinence. The Results and Resources Framework of the SPD describes UNDAF Outcomes and the Related Strategic Plan focus areas. The UNDAF outcomes are quite "high level" and these would actually be considered as Goals or Overall Objectives in a project level results chain. While the indicators in most respects were specific, and measurable, (eg for Outcome 1 - per cent of budget allocated to environmental protection; hectares of forest cover per country; greenhouse gas emissions per capita; number of national adaptation committees/councils established per country) they are not necessarily relevant for some of the projects within the respective focus areas. The project level outcomes tend to be either absent or vague, and where they exist, the indicators frequently measure outputs and activities. For example, the SIRM project document has inadequate result indicators to measure progress; further, the baseline is comprised by a long text that does not facilitate a clear starting point, and some outcomes are weak such as Outcome 2: "A Sustainable Island Resource

Management Plan Developed and In Place”: in this case, a plan is not an outcome or change but is a means to an end, or an output; also the wording of the result makes it difficult to measure progress during implementation, Outcome 3: “Policy and Institutional Reforms Provide a Framework for Implementation of the SIRM Plan”.

The Youth IN project also has outcomes such as “strengthened participatory governance and youth change agent capacities, with enhanced civic, decision making and leadership skills”, or “increased innovative communications for development...” for which no suitable indicators were established. Instead the indicators such as “number of people trained” were stated, which is an output rather than an outcome indicator. Measuring the changes in the ability of the participants regarding change- agent capacities, decision making and leadership qualities requires specific qualitative indicators that would involve tracking the follow on activities of participants and their engagement in “civic decision making”, for example.

The SRO has made significant efforts to evaluate the projects in its portfolio, and the completion of at least 10 project evaluations between 2013 and 2014 provided good information on issues affecting programme implementation. However, the resources available to undertake the evaluations was uneven and this affected quality in some cases. For example, the CAP project had no budget for evaluation and at the end a small amount (\$5.000) became available to undertake evaluation of the project which spanned 3 countries. A desk review assessment with no field visits was undertaken, and the final report was rather scant in content, reducing the usefulness of the document as the recommendations are vague and clearly linked to specific findings in the field.

The design of some of the projects did not include standardized guidelines for monitoring the progress or results of the various initiatives. There appeared to be few specific mechanisms, tools or spaces for consistently recording project progress, issues faced and possible solutions and transfer of information and knowledge among participating countries, or between countries and Barbados office. It is important to note that the region lacks of good official data and the SRO has made important efforts around statistics improvement (e.g. MPI, OECS statistics, etc.). Also, the region has very few, reliable data sources available, with little social research to support interventions, however the Social Policy Unit, OECS is working to close this gap.

The design phase should more comprehensively identify appropriate stakeholders, and potential threats so as to reduce risks to project implementation and promote future sustainability of project outcomes/ benefits. This was needed to ensure that i) all of the possible risks are identified and appropriate mitigative actions developed ii) the major stakeholders with whom the project has to engage are identified, and appropriate MOUs and communication strategies developed as necessary to ensure that that will guide communicating with the various audiences and bringing necessary entities on board.

The evaluation found that the theory of change of the overall programme is suitable in terms of activities and objectives included. However, some linkages within the value chain between inputs and results, as well as the identification and transfer of lessons learned, were not detailed enough in the design to ensure the accomplishment of expected results and/or replicability or demonstrative effect of the various experiences. At the project level, in some cases, the theory of change is unclear, and while there may be very relevant activities and outputs within the projects,

there is no logical flow from inputs to the outcomes. For example, the SIRM project goal is to “ensure the sustainability and maintenance of island ecosystem integrity, health, and function through integrated planning and management of island resources”, and the objective is “to evolve and implement a Sustainable Island Resource Management (SIRM) approach in Antigua and Barbuda to stabilize and maintain ecosystem functions, thereby providing a basis for continued sustainable economic development”. The main outcomes to achieve these results are:

- An Environmental Information Management Advisory System for use in Planning, Decision making and Improved Targeted Awareness
- A Strategic Sustainable Island Resource Management Plan
- Realignment of Policy, Legislation, and Institutional Capacity to Support the SIRM Plan.
- Implementation of the SIRM Strategic Plan, including four on-the-ground demonstration projects

This project has very relevant purposes but (i) there is no clear control on the achievement process as some outputs and outcomes are heavily reliant on external factors, (ii) the results are vague in some cases, (iii) the flow between outputs and results is not clear e.g: how the pilot projects will feed into decision making processes (public policy and budgets); how the recommendations would turn into policy realignment and (iii) How decision makers would effectively use the information systems.

The evaluation evidence shows that generally, programme design was flexible enough to adapt to changing dynamics and contingencies. This is an important attribute in a region as dynamic as the Eastern Caribbean. The SRO exhibited flexibility and responsiveness to the heavy rainfall event which devastated areas of Dominica, St Lucia and St Vincent and the Grenadines in 2013, causing severe landslides, flooding and loss of life. Support was provided to the Resident Coordinator in his leadership role to see to the technical coordination of the multi partner Eastern Caribbean Group on Disaster Management; securing relief resources from Office for the Coordination of Humanitarian Affairs (OCHA) and TRAC 1.1.3 resources from Bureau for Crisis Prevention and Recovery (BCPR). Follow on activities coordinated by the UNDP included the BCPR funded Post Disaster Needs Assessments (PDNA) in St Lucia and St Vincent and the Grenadines.

At the project level, flexibility was also built in to some extent. For example, within the Community Alerts Programme (CAP) there was an agreement with the donor that if there was any hazards during the implementation period, reprogramming would be possible and changes would have been approved by the board via email with no need to have face to face meetings; the ERC was extended for 2 years, and the ICCAS project which is scheduled to end in 2017 has the flexibility to be extended if necessary. On the other hand, projects such as the CEELP have no opportunity to be extended, and there was also little flexibility under the Youth IN regional project, mainly with activities under CARICOM.

In terms of responding to new and emerging priorities, the UNDP facilitated government and civil society to participate in key international meetings related to the Post 2015 agenda and SIDS 2014

discussions. It is expected that the SRO will continue to be involved in support to the Samoa Pathway.

The UNDP's responsiveness is greatly facilitated by the TRAC funds which have been well used to address areas which have not attracted donor funds, such as five (5) of the projects addressing Poverty. The projects benefitted from over US\$200,000 of TRAC funding.

There is good evidence that the commitment to the various cross cutting issues remains intact, although their mainstreaming within individual projects is uneven. Gender is identified as a cross cutting issue under the SPD and within the UNDAF framework; there is also a specific UNDP Gender strategy for the period 2014-2017. The strategy calls for collaboration with UNWomen to ensure gender mainstreaming in the various projects. In most cases however, the programme managers have sought input from the in house social analyst (who has some gender experience) to ensure that elements of gender are included in projects. Projects such as the Community Alerts Programme included youth and gender elements, as does the Integrated programme for Climate Change Adaptation (ICCAS) and the SIDS negotiation project which was targeted at training female negotiators. However, the mainstreaming of gender within all projects could be more systematic and could go further in terms of closer collaboration with UNWomen. Explicit collaboration with UNWomen was involved in the Joint programme on Social Protection floor for Barbados and the OECS, where UNDP collaborated with UNICEF and UN Women to coordinate the implementation and monitoring of the programme.

Capacity building, access to knowledge and working values continue to be areas in which the UNDP demonstrates a comparative advantage. All sources of information agreed that among the assets that UNDP brings in addition to neutrality, integrity and trustworthiness, is its comparative advantage in the areas of capacity building and knowledge brokering. Capacity building is well integrated in all projects, whether it involves training of national partners (e.g. technicians and policy makers under the CEELP) support for preparing national papers for the 3rd Climate Change consultations; or supporting the development of regional and national policies for renewable energy and energy efficient lighting. In sum, besides training, there are many efforts to build capacity via technology transfer, technical assistance and advice, policy development and institutional strengthening.

Knowledge management and sharing among different countries could be improved to reduce the learning curve and maximize the lessons learned. The programme made efforts to identify best practices and took steps forward in terms of information sharing and developing knowledge products. The high quality publication, Caribbean Human Development Report on Citizen Security (2012) was invaluable in providing diagnostics and insights on a model of security based on the human development approach, whereby citizen security is paramount, rather than on the traditional state security model. Nevertheless, there is no systematic in house process of information management that feeds into operations and decision making. Information/knowledge sharing between staff is infrequent (although appears to be increasing with the imperative under the new Strategic Plan to move toward a less "siloed" programming approach). Nonetheless, some opportunities were lost, as despite best practices being registered in some projects and regional

events that gathered together different stakeholders from all of the countries, the projects did not compulsorily incorporate lessons learned or take advantage of the experience and learning of different countries. In addition, the programme design does not include specific tools, spaces or processes of knowledge transfer that would enable the different countries to incorporate the success stories of others in their projects and activities and avoid mistakes. Knowledge management in regional or multi-country programmes require dynamic and permanent processes such as Communities of practice, knowledge fairs, as well as mandatory KM activities in the work plans. In sum, the level of information and experience among participating countries could be improved. The online survey shows that 60% of respondents felt that people were dissatisfied about the communication with other countries.

## 4.2 Efficiency

Several aspects related to lack of installed capacity at the country levels have hampered efficiency and made implementation and follow-up more difficult. The human resources in the government agencies of the countries are quite stretched due to budgetary constraints, and the ability of these agencies to implement or even participate in project activities is affected by this. The Ministry of Agriculture hosts the ICCAS project, but the accommodation provided to date is inadequate for the project's purposes. Severe cuts in government budgets has led to the rationalisation of office space, so the situation is not likely to improve, and could affect operational efficiency. At the regional level, support of the UNDP to the OECS Commission over several years, was the major enabling factor for the Unit's creditable performance in the projects Strengthening Poverty and Social Sector Development in the OECS, and support the development of the Multidimensional Poverty Measurement (MPM) and Strengthening the capacity of statistical offices. because the Social Development Unit benefited from staff, which was initially funded by the UNDP.

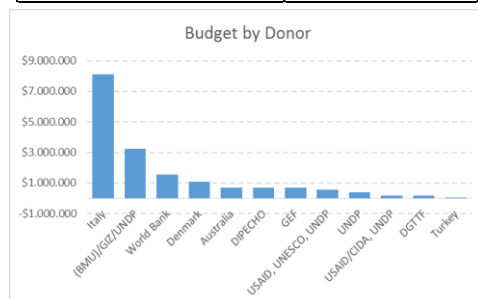
The Alignment process has, in many ways, guided SRO's decisions on programming along with the gaps that have been internally identified during annual reviews of CPAP results.

**The cost-benefit varies between the projects, but generally the ratio between the human resources and the number of projects being implemented is positive.**

The imperative for the SRO to be leaner and more efficient is still evolving. The restructuring exercise in 2103 left gaps in the Poverty and Governance programme areas, which were addressed by merging them, and the hiring of individual contractors who work under the guidance of the Deputy RR. While overhead costs have been reduced, the extended transition period has had some challenges as would be expected in any situation with such a high level of staff changes. The rate of implementation has been affected by myriad factors such as the slow recruitment process, time taken to orient new staff, a steep learning curve for new staff, and the need for the SRO to respond to the unplanned events. A major case in point was the delayed start of the projects Programme on Integrated Climate Change Adaptation Strategies in Grenada (ICCAS) and the Global Fund for Disaster Risk Reduction due to the SRO's need to respond to the catastrophic December 2013 rains which took a heavy toll on St Lucia, St Vincent and the Grenadines and Dominica. Some country

programme managers have reported that high turnover in UNDP staff in the recent past resulted in lack of continuity in technical support and oversight, and the multiple responsibilities of the small staff, result in some periodic difficulties in reaching them to access information or advice.

Italy	\$ 8.104.796
(BMU)/GIZ/UNDP	\$ 3.259.167
World Bank	\$ 1.567.280
Denmark	\$ 1.070.000
Australia	\$ 698.504
DIPECHO	\$ 689.446
GEF	\$ 675.615
USAID, UNESCO, UNDP	\$ 565.140
UNDP	\$ 387.400
USAID/CIDA, UNDP	\$ 183.344
DGTTF	\$ 175.000
Turkey	\$ 65.000



Funding at the outset of the Programme period was challenged due mainly to donor reticence given the classification of the countries as Middle income, and the reduction in core UNDP funds. Despite the planning and submission of proposals for second phases of projects such as SPARC, CARTAC and Phase II of RR3i which had yielded good results under the 2005-2011 SPD, funding did not materialize for these proposals. In addition, two large Programmes - RR3i and Youth In came to an end early in the programme cycle which led to constraints on the level of management funds available. The Programme component Sustainable Human Development which addresses poverty reduction depended largely on TRAC funds for support up to the end of 2014. The respective allocation of TRAC funds up to 2014 is shown in Table 3.

Table 3: Authorised spending limits for TRAC I & II (US\$'000)

Countries	2010	2011	2012	2013	2014
Antigua	0	0	0	0	40
Dominica	115	48	61	59	55
Grenada	158	52	74	74	65
Montserrat	65	14	11	10	26
Saint Lucia	109	52	40	40	46
St Vincent & Grenadines	154	78	124	78	125
St Kitts and Nevis	0	0	0	0	34
<b>TOTAL</b>	<b>601</b>	<b>244</b>	<b>310</b>	<b>261</b>	<b>391</b>

#### Regional Sources (RBLAC)

	2010	2011	2012	2013	2014
	378	340	198	203	105

An aggressive Resource Mobilisation strategy which the SRO embarked on in 2014 has been successful in realizing up to US\$ 25.0M for the 2014-2017 period. Commencing 2014, the SRO made efforts to activate or close projects from as early as 2005, many under the GEF 4 cycle, and to access the GEF 5 resources that were still available. In parallel, discussions were undertaken with countries about the GEF 6. The result is that in a two year period under GEF 5, five projects were approved including:

- three projects amounting to US\$7 million, which have already started or will begin implementation during the next months (St. Vincent, Grenada and St. Kitts),
- closing of the Project Preparation Grant (PPG) phase for a US\$2 million energy project for Barbados

Funding was received from non-traditional donors such as the government of Denmark (Caribbean Efficient Energy Lighting Project, CEELP); Government of Turkey (Preparation for 2014 SIDS Conference), and Government of Australia (AUS-SIDS climate Change Negotiations).

In the pipeline: Two project proposals have been elaborated under the Disaster Risk Reduction Portfolio, one of which has been submitted to DIPECHO (Jan 19, 2015) for just under US\$800,000. The second one, dealing with the overseas territories is still under discussion. In addition, project documents are being developed for 2 more projects in Dominica which will add 4 million dollars to the portfolio by the end of 2015.

Positive results are already in evidence for the GEF 6; a PIF for US\$2 million has been prepared and submitted in partnership with the Carbon War Room, and 2 countries, Grenada and St. Vincent have confirmed UNDP as their Implementing Agency for the GEF 6.

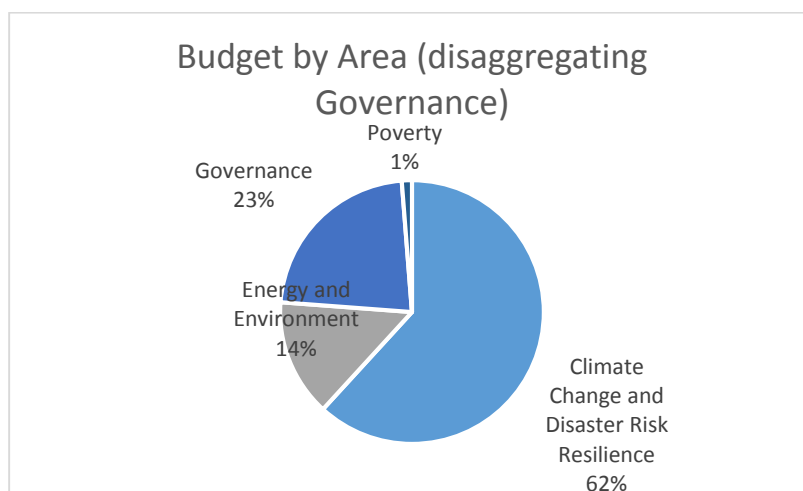
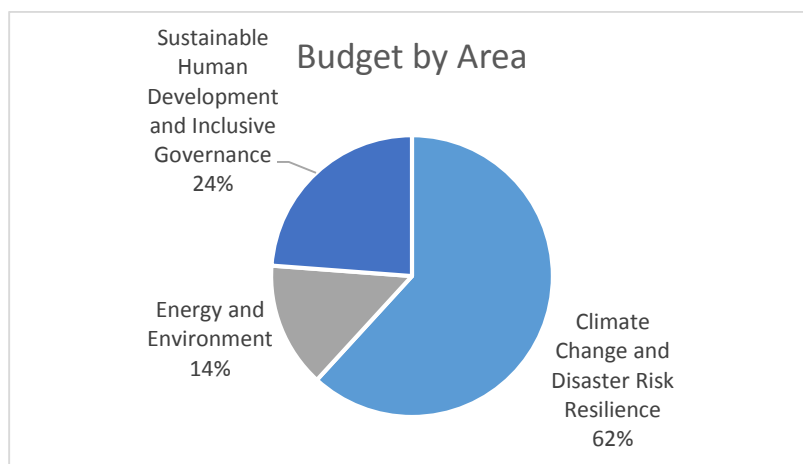
Similar efforts have been undertaken under the Sustainable Human Development and Inclusive Governance Portfolio resulting in US\$400,000 funding from DFID/World Bank to develop a regional strategy on statistics and advance multi-dimensional poverty measurement in the sub-region; and 500,000 EC to measure multi-dimensional poverty and update the Poverty Reduction Strategy in Anguilla, Montserrat and BVI (European Union). The SRO was also successful in getting approval for a US\$1.0 million project funded by the Government of Chile for Poverty Eradication in the Sub-region, and there is ongoing discussions with the Caribbean Development Bank on a Citizen Security Project for US\$1,3 M which could commence in 2015.

Finally, the SRO has joined the RBLAC/GEF efforts to mobilize the 15 million dollars from the Japan Caribbean Climate Change Partnership, with 8 million to be implemented directly by the SRO.

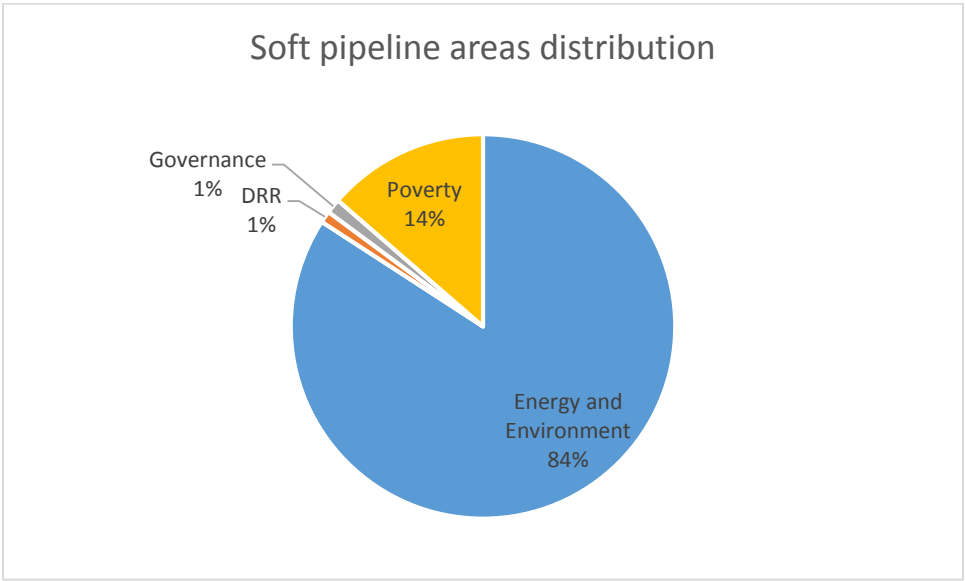
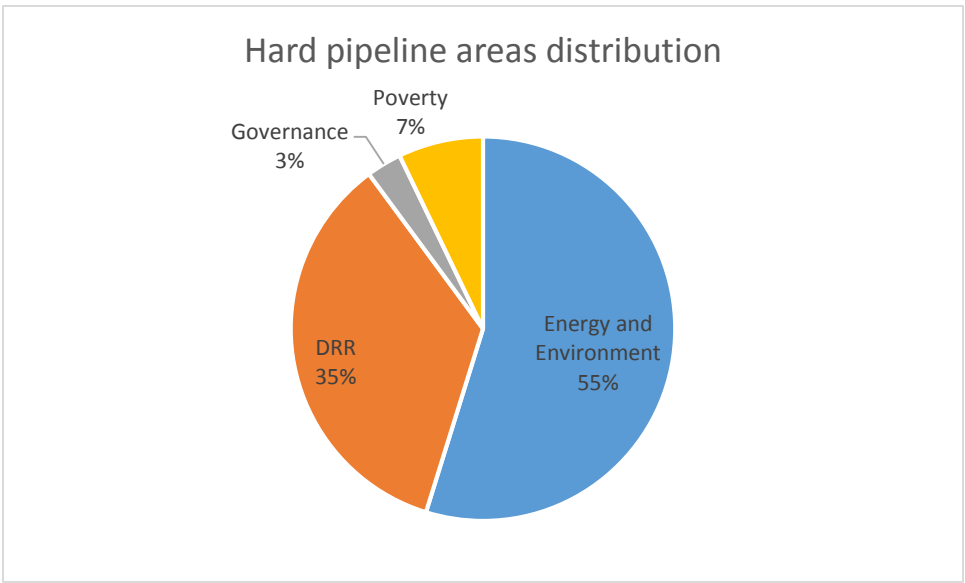
Overall, in a period of 2 years some 15 new projects have been confirmed with 2 additional ones under negotiation but with good possibility to be approved by mid 2015. The efforts represent a portfolio of US\$17.5 million plus the US\$15 million coming from Japan. Efforts will continue to be made to harness GEF 6 resources which can bring into the portfolio between US\$8 and 16 million dollars more in the 2014-2017 cycle.

The uneven availability of financial resources affects the extent to which some programme areas are represented to reflect their relative importance. While the issue of Poverty (now included under the SHD and Inclusive Governance programme area) is highly relevant, and is represented by 2

outcomes in the Results Framework, funding for the area was quite limited at the outset of the Programme period due largely to the lack of response by potential donors to the proposals developed. The result is that entire budget for period up to 2014 was \$17.440.691 but only \$217.400 (1%) was allocated for specific projects addressing Poverty.



With the approval of projects in early 2015, the balance was adjusted to better reflect the respective priority areas. The pipeline forecast shows that the hard pipeline totals US\$46 million meaning a 270% fundraising increase, adding this to the US\$40 million in soft pipeline would mean a 511% increase. If the foreseen projects materialize, this numbers show an excellent performance from the SRO in terms of fund raising capacity. Disaggregating the figures, it is important to note that there is a better balance between areas, giving the poverty area a more substantial weight within the portfolio.



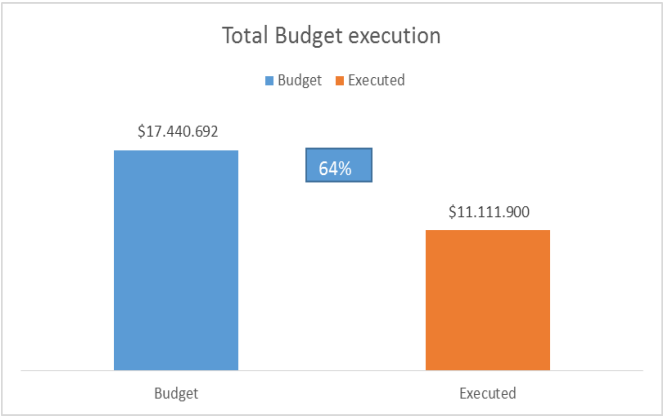
Most, if not all projects had delayed startups, and there were delays in funds disbursement to implementing agencies over the project periods. The bureaucratic burden of multiple approval levels adversely affected the rate of output generation, along with inefficient staffing/procurement processes, and delays in funds disbursement to implementing agencies over the project periods. The low implementation rate of just 53% in 2013, was attributed to the “slow speed of decisions together with insufficient project management follow up and long delays involving resource mobilization efforts<sup>26</sup>”. Projects such as CAP, due to start in June 2013, started in January 2014; the ERC project due to start in 2009, only began operations in July 2010; the Youth In project which was

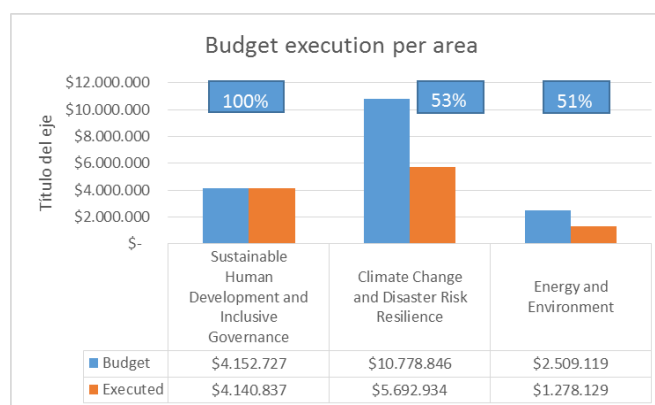
<sup>26</sup> Barbados and the OECS from the perspective of the Strategic Plan, June 26, 2014

to begin in 2010 did not start until July 2011. As at January 2015, projects such as CEELP had effectively lost 35% of the planned implementation time due to a late start, caused by delayed hiring of a project manager; the ICCAS project started over 12 months late, but is making up for lost time. These delays have had a significant impact on the timely generation of outputs from these interventions, concerns expressed by projects such as ICCAS which will be managing a small grants facility to finance up to 40 small projects are being met with assurances that the more streamlined ATLAS accounting system will help to avoid bottlenecks.

The ERC and the CAP projects which ended in 2014 were both late in delivering the expected outputs. In fact, although extended by 2 years, some of the outputs for the ERC are still not available due to the fact that several participating countries have not provided the necessary data to be fed into the DEWETRA system. This affects the quality of what the system can deliver in the form of impact forecasting. In the case of the CAP project, it was felt that the absence of on the ground resources to implement the activities affected the project delivery. The radio equipment arrived at the end of the project, so was not timely, but the output is considered high quality based on the impact that the EWS has on the preparedness of the communities in which they are located. Dominica has tested the system with good results, however Grenada is in need of laptops to interface with the radio system to be fully functional.

The programme was implemented financially according to the initial budget; however, the execution rates vary between areas and projects. The financial execution rate was acceptable as it reached 64% at this stage of the sub regional programme; the Governance area has a 100% execution, while the DRR has 53% and Energy/Environment just 51%. The online evaluation survey shows that 10% of respondents consider the programme as very efficient in terms of timeliness and the remaining 70% said it was efficient; 10% considered it Inefficient.





In order to increase efficiency, the UNDP SRO has been able to launch key inter-institutional alliances with different stakeholders. It is noted that the UN Resident Coordinator's Office has enough leadership capacity to convene a wide range of actors at all levels and in multiple sectors. This is due to the confidence generated by the UN and the process of engagement in each country. However, there are gaps in the administrative capacity of the office which may render it inadequate to meet all of the demands currently placed on it, and future demands such as greater effort in marketing the UNDP brand and raising funds from non-traditional donors including regional and international business interests.

The evaluation found that the partnership strategy has been successful within the context of UNDP's coordinating role. Appropriate partnerships were either forged or reactivated at the regional and country levels and these provided the interventions with relevance and validation on the ground. All the key stakeholders were engaged with the major exception of the private sector, which was generally unrepresented in project consultations, and implementation.

Managing partnerships was fairly satisfactory in cases of disasters risk management, where these facilitated important agreements with other projects such as the volcanoes risk management. Partnerships with the Red Cross and the International Federation of the Red Cross were also achieved, and a particular achievement was the collaboration of the national disaster offices with the Red Cross under the CAP early warning project. The project facilitated synergies between these agencies, which traditionally do not work together, to maximize results and move from one or two meetings a year to three monthly meetings. Other important alliances were established between CIMH, CDEMA and UNESCO, and CIMA and CIMH under the ERC project. In the area of energy, a good collaboration between the CEELP project and CROSQ has been established to support the establishment for standards for energy efficient light bulbs; partnerships between the SIDS community and the government of Australia have also been established.

In the area of governance, important alliances were forged between regional organizations such as CARICOM, OECS, but also with EBCCI, Italy, and the Governments of the region. The UNDP has also developed key partnerships with the World Bank for the management of resources with entities such as the OECS, the Inter-American Development Bank and the Caribbean Development Bank.

The evaluation found that the SRO established some valuable synergies with both resident and non-resident UN agencies in the region and other development partners.

These included the following:

- In close collaboration with UNICEF, UNWomen, the Caribbean Development Bank and the World Bank, the UNDP has been leading the development of multi-dimensional poverty measurement initiatives with the Living Standards Measurements Committee (LSMC) of the OECS commission, to support the adoption of a Multi-dimensional Poverty Measurement (MPM) in the Eastern Caribbean.
- Discussions are also underway to develop a UN joint programme involving the UNDP, UNFPA and the FAO to assist the St Lucia government to ratify the Convention on the Rights of Persons with Disabilities and the Optional Protocol.
- A possible collaboration between ILO, UNEP, UNIDO and UNDP to implement a green jobs initiative to be piloted in Barbados has been discussed

These are more the exception rather than the rule however, and could be due to fact that undertaking joint programmes is more feasible than joint programming as noted by the UNDAF 2012-2016 MTE. It is likely that in a largely supply driven programming environment faced by the UN agencies, joint programming is too logistically complex for the participating agencies.

The sub regional programme exhibited some innovation as it served to enhance on-going efforts at strengthening citizens' participation through the involvement of civil society stakeholders in human development, DRR and environment processes. In most of the countries, and at the regional level, the sub regional programme fostered collaboration between key stakeholders and CSOs. Specific products development has enabled different actors to express and align their points of view, and allowed them to incorporate different perspectives into consensus surrounding some national development matters. For example, in the wake of the Dec 2013 event which affected several countries the projects, Strengthening DRR in St Vincent and the Grenadines, Eastern Caribbean Recovery and Strengthening Capacity in Post Disaster Needs Assessments (PDNA) were developed, and this transformed what could have been just a disaster relief effort into a longer term intervention geared toward improving resilience in the affected countries and beyond..

Different sources, both internal and external to UNDP, expressed that there is a weak communication and outreach strategy. The evaluation team identified the communications area as a point of attention given the fact that there is no communications expert on board and some dissemination tools such as the website have outdated information. Also, the internal and external environment assessment identified as a weakness the communication process. Communication between projects and Barbados office during implementation was perceived by the evaluation sources as limited in regards of administrative and operational matters. This was seen by informants as a missed opportunity because the constant access by the countries to the technical capacity and knowledge in Barbados would have provided a more qualified feedback to projects and maximize results, as well as contribute to a better execution because the lack of communication regarding

administrative procedures led to execution delays. In some cases, the reporting formats to approve disbursements were changed with no notice to project managers and this delayed the expenditure.

In some projects, like Youth In, the communications component was considered late in the implementation phase and not from project outset. Sources of information claim that the communication process is seen mainly as a visibility activity and not as a strategy that enables a situation analysis, communications planning, budgeting and dissemination of key messages and narratives to complement and reinforce the projects results. The SRO does not have a communications specialist which indicates that this process is an accessory, and not a key intervention axis.

Communication tools as important as the UNDP Web Page can be improved in terms of information updating, and a results based approach with success stories, positive changes and benefits from the projects.

The programme exhibited mixed levels in intervention follow-up, as well as monitoring and evaluation of progress, challenges, achievements and results. The programme monitoring reviewed the action plans to see if activities were in line with the plans but the M&E was more focused on administrative and financial aspects. Unfortunately, the content of the reports varied from project to project, which complicated the comparison of progress. They mainly reported on activities and not results, did not establish measurable project baselines and did not use progress and outcome indicators.

The lack of monitoring and its frequency affected informed decision-making and did not allow for an ongoing process of learning. The monitoring activity was generally regarded by projects as an administrative requirement and not as a process of accountability, outcome visibility or input to guide actions. Although the monitoring of social and human development processes involves a series of intangible variables that are difficult to measure, the programme should have incorporated quantitative or qualitative indicators to assess progress, at the project level.

### 4.3 Effectiveness

There is good evidence that a number of the outputs generated by the projects undertaken to date are contributing to the Results as articulated under the 2012-2016 Strategic Plan and more broadly to some of the UNDAF Outcomes.

Programme area: **Climate change and Disaster Risk Resilience**

The sample of projects assessed included: the multi country project Community Alerts Project (CAP) which targeted communities in Dominica, Grenada and St Lucia; the sub region-wide project Enhancing Resilience to Reduce Vulnerability in the Caribbean; and the national level project, Integrated Climate Change Adaptation Strategies (ICCAS) in Grenada; .

The **CAP project** was successful in establishing early warning systems (EWS) in three vulnerable coastal communities, one in each island, and building the capacity of a range of community groups to respond to alerts broadcasted over dedicated radio frequencies. Significant project delays resulted in the equipment being installed only after the project end, and also after the Project

evaluation<sup>27</sup>. Since that time however, all the systems have been installed, but at the time of this evaluation exercise, a full simulation exercise had been undertaken only in Dominica, and this has provided good results. The other islands are expected to undertake their own exercise in the near future. Despite these issues, the feedback from the partners - the Red Cross, the respective national emergency management offices (NEMOs) and community representatives was positive regarding the system's potential to significantly improve the communities' response time to hurricanes and tsunamis. The EWS established adds to the network of such systems in the region, but it was felt that many more communities in all the countries needed such a system, and that the additional systems should also have the capacity to provide warning for other types of hazards. A particular strength of the project was the intense sharing of experiences that was possible, and is ongoing between the 3 participating countries.

The contribution of the project to the country outputs: 1. Improved risk identification and multi-hazard early warning systems and 3. Strengthened community resilience is considered moderate with the potential to be High, once the other communities under the project have completed their simulation exercises, and fully institutionalised the system.

The **ERC Project** involved countries across the sub region and saw the establishment of the powerful DEWETRA Platform which has the potential to provide not only weather forecasting but impact forecasting for the participating countries. The effectiveness of the project was affected by issues of uneven participation of the country representatives in the training, and limited provision of important data to populate the data layers of the system. At project end, only Antigua and Barbuda had adequately fulfilled both requirements. Grenada also provided all the data needed, however there was not full training of the necessary personnel. The end of project evaluation<sup>28</sup> undertaken noted that:- Dewetra is being adopted, but not quite at its full potential, as the platform is mainly used for weather monitoring rather than as an impact-monitoring tool; the planned enhanced "volunteerism" did not materialise as planned, and "NEMOs capacity building" had mixed results. It noted that the "project has produced outcomes that are fragmented across several countries and areas of intervention, lacking a common denominator". However, it also noted that although "tsunami awareness" among the population was not generally enhanced during the project period, the project's contribution to the establishment of the Caribbean Tsunami Information Centre (CTIC), a key institution in the regional tsunami early warning system, was a major achievement.

It was felt that inadequate collaboration with other projects, like Youth-IN and R3i, and the absence of better monitoring and evaluation system were lost opportunities.

Overall, the project has contributed mainly to Output 1 Improved risk identification and multi-hazard early warning systems- due to the establishment of the CTIC, and for countries with all their data on the system; and to some extent, Output 2: Improved national disaster risk management structures and mechanisms and Output 3. Strengthened community resilience

Some additional positive outcomes is the ongoing collaboration between CIMA Research Foundation: Centro Internazionale di Monitoraggio Ambientale) and CIMH; and the adaptation of the DEWETRA system by CIMH for additional predictive weather related work.

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<sup>27</sup> Evaluation of Community Alerts Project, Duran (2014)

<sup>28</sup> Enhancing Resilience to reduce vulnerability in the Caribbean- Final Evaluation Report, March 2014

**The ICCAS project** was only about 6 months old at the time of this MTE, having been considerably delayed in its start up. It had however already commenced work on the small grants component, Climate Change Community Fund (CCCCF), and had at February 2015 already received over 150 proposals submitted by various NGOs and CBOs. There is, however not a greater deal of evidence available to assess Effectiveness to date, a few projections have nonetheless been made regarding which outputs the project will most likely contribute to: Output 3: Strengthened community Resilience; Output 5: Institutional capacity to respond to climate change strengthened at the national level; Output 4: Knowledge and good practices disseminated and capacity development in the areas of natural resource management, disaster risk reduction, climate change, renewable energy, energy efficiency, low carbon emissions, biosafety and adherence to international standards and norms; and perhaps to a lesser extent Output 1: Improved national disaster risk management structures and; Output 5: Institutional capacity to respond to climate change strengthened at the national level.

Programme area: **Energy and Environment**

The projects assessed under this Programme area were: AUS SIDS Climate change negotiations, Caribbean Energy Efficient Lighting, and Sustainable Island Resource Management (Antigua and Barbuda)

The **AUS SIDS Climate Change** negotiations was a capacity building effort targeted at government officials of SIDS worldwide who would have responsibility to participate in Climate Change negotiations. The objective was to strengthen the negotiating skills of government officials from SIDS countries and to enhance their understanding of the mechanics of the negotiation process under the UNFCCC. The training took a blended approach with both online and face to face courses. Of the original 63 participants that started, only just over 40 completed the training. It was felt that unfamiliarity with the online mode of learning could have contributed to this attrition. Unfortunately of the participants who completed there, is no indication in either the Final Report or the Evaluation reports regarding how many participants from the sub region participated and/or completed.

As such, while the training was judged by participants and by testing results (before and after knowledge) to have been effective, there is no way to assess how it contributed to the planned MCPAP/ UNDAF Programme result, Outcomes or outputs. The intervention has the potential to contribute to Output 4: Knowledge and good practices disseminated and capacity development in the areas of natural resource management, disaster risk reduction, climate change, renewable energy, energy efficiency, low carbon emissions, biosafety and adherence to international standards and norms; and Output 6: Institutional capacity to respond to climate change strengthened at the national level.

Some issues raised regarding the training is the need for participants to be fully aware of requirements and obligations under the training programme; additional time should have been available for preparation with consideration for the different time zones etc.

The **Caribbean Energy Efficiency Lightning project (CEELP)** which also suffered from a delayed start has, to date undertaken training of both policy officials and technicians from the sub region. In addition the process has been started to have CROSQ establish standards (such as Wattage and labelling) for the EE lights. Future plans include the pursuit of public private partnerships, and the involvement of IFIs to secure financing for full roll out of the initiative. As these are yet to

materialise, the assessment of effectiveness can only consider the training and the work with CROSQ. The training was well received by the participants and the format that allowed both policy and technical training to take place concurrently with periodic exchanges between the groups, was felt to be particularly effective. The contribution to the Country outputs and UNDAF Outcomes are found in Output 4: Knowledge and good practices disseminated and capacity development in the areas of natural resource management, disaster risk reduction, climate change, renewable energy, energy efficiency, low carbon emissions, biosafety and adherence to international standards and norms and Output 6: Improved energy efficiency and the removal of barriers to the introduction and transfer of renewable energy technology facilitated

The Sustainable Integrated Resources Management Project (SIRM) implemented in Antigua and Barbuda had the objective to “evolve and implement a Sustainable Island Resource management (SIRM) approach in Antigua and Barbuda to stabilize and maintain ecosystem functions, thereby providing a basis for continued sustainable economic development”. The project’s Mid Term Evaluation<sup>29</sup> verified that at 2011, 50% of the activities related to the development of the SIRM were complete with Outcome 1 (Establishment of the Environmental Information Management and Advisory System (EIMAS) was 70% completed. At the time of this evaluation, the EIMAS is complete and operational although not networked so that other ministries can access remotely; the SIRM is established and one demonstration site is completed and operational. The project has been instrumental in advancing the policy and legislative frameworks that will be required for effective integrated island resource management, and in developing the institutional capacity that will ultimately be required to maintain and further advance the system. In addition the SIRM project supported the drafting of Regulations for Marine Protected Areas, and Regulations for Waste Water Management and ensured that businesses, social communities, and the general public were made more aware of the desirability and need for SIRM. UNDP’s support extended to assisting with the TORS and identification of consultants supported.

Among the challenges faced by the project was the long delay in starting operations which led to the escalation of prices and ultimately inadequate funds to complete all of the planned activities. The project contributes to: Output 4 - Knowledge and good practices disseminated and capacity development in the areas of natural resource management, disaster risk reduction, climate change, renewable energy, energy efficiency, low carbon emissions, biosafety and adherence to international standards and norm; and Output 8 - Strengthened capacity to draft and implement national land use policies and land administration systems

#### Programme Area: **Sustainable Human Development and Inclusive Governance**

Under the Governance component of this programme area, projects were developed to support democratic governance, accountability and transparency through the strengthening of mechanisms to support the use of democratic government assessments (DGAs) in the region. A great deal of awareness and dialogue amongst a range of stakeholders including donors was generated by the Caribbean Human Development Report on Citizen Security which was published in 2012. The project Constitutional Reform in Grenada represented the culmination of ongoing efforts by the government and people of Grenada to adopt a constitutional framework which reflects the aspirations and development vision of a modern Grenadian state. UNDP’s reputation as a non-

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<sup>29</sup> Mid Term Evaluation : Demonstrating the Development and Implementation of the Sustainable Integrated Management Mechanism in a Small Island Development State, March 2011

political, knowledgeable advocate for equity and human rights facilitated the convening of a meeting between the national Constitutional Reform Advisory Committee and representatives of the international development agencies working in the sub region. The meeting looked at ways at which regional development partners could lend technical and other tangible forms of support to the people of Grenada in the process, particularly in the areas of legislative drafting, electoral support and capacity building for the undertaking of a national referendum on the proposed slate of constitutional amendments, scheduled for mid-2015. The UNDP's involvement leveraged funding support from the Democratic Governance Thematic Trust Fund (DGTFF); provision of Technical assistance in the areas of constitutional law and electoral reform; and convening resources from specialised agencies such as UNWomen, and UN Human Rights commission. The result is a revised national constitution that will, for the first time, enshrine gender equality, climate change, and environment and secure the rights of all sectors of the society including vulnerable groups to participate equally in the social and economic development of the country. This output is contributing to the Strategic Plan (2012-2016) area: **Enabling environment for economic and social governance and enhanced security; UNDAF OUTCOME 2: Strengthened enabling environment to reduce poverty, increase economic participation and social inclusion with emphasis on vulnerable groups.** Also within the governance portfolio, was the Youth In project implemented in partnership with CARICOM. This was the first region wide youth intervention of this type, and was informed by the findings of the pivotal document: Eye on the Future: Investing in Youth Now for Tomorrow's Community, prepared by the CARICOM Commission on Youth Development (CCYD). The project was inclusive targeting youth leaders, musicians, artists, business owners and communities, and built skills in leadership, entrepreneurship and cultural expression among youth from all walks of life. It was also participatory and politically neutral with no influence by governments, nor political agendas, which according to some participants is the norm for youth activities in the region. The Youth IN project established a Think Tank and a networking platform by which young people involved in the project were expected to carry forward what they had learned due to the intervention. Although neither the Think Tank nor the platform has been utilized in the ways planned, there were nonetheless some interesting project outcomes. At the national level, the participants emphasized some results such as: (i) Networking, learning from different experiences across the region and meeting other youth leaders in the region, (ii) Gaining leadership skills and expressing other skills they were not aware they had (iii) Becoming more aware of the various national and regional policy making bodies, and having the confidence to participate meaningfully in discussions with these bodies (iv) Gaining recognition, and access with a more respected voice in spaces like the National Youth committees, Ministries of Youth and other consultation and decision making bodies in their respective countries.

The absence of external donor funds at the start of the programme period to support the SHD component required the use UNDP TRAC funds to support the various project activities to enhance capacity under 2 UNDAF Outcome tracks- **addressing poverty reduction, increased economic participation and social inclusion with emphasis on vulnerable groups; and the harmonization of social, environmental and economic data for policy and decision making processes at the national level.** With the modest resources, contributions to this outcome area have been significant and includes enhanced capacity within the OECS secretariat for formulating policy in social development through the placement of 2 dedicated persons to staff the Social Development Unit, for the past 2-3 years. This has facilitated support for activities such as the development of the Multi-Dimensional Poverty Measurement (MPM), and strengthening the capacity of statistical offices in the region. The UNDP has served the OECS Commission well, providing technical advice, recommending technical experts, supporting training in gender mainstreaming and the establishment of a Gender Action Plan, and identifying synergies between the 2014-2017 UNDP Strategy and the newly developed Strategic Vision for the OECS. The UNDP facilitated collaboration among the countries to finalize the

Social Protection and Rural Development sections of the OECS Development Strategy. The document identifies goals for social protection, social and gender equity, greater opportunities for quality education, enhanced health and eradication of extreme poverty.


Further the SRO, in collaboration with the OECS, and a number of other agencies (UN women, UNFPA, Government of St Lucia, CPDC and civil society organisations from 9 countries in the sub region), facilitated discussions leading to the Post 2015 dialogue, and the SIDS 2014 meeting in Samoa. The UNDP also supported the MDG reporting for Barbados, as well as the review of the OECS and CARICOM's progress on MDG priorities. The mainstreaming of the reporting contributed to the preparation of the Barbados National Assessment Report for the SIDS 2014 meeting and the Caribbean Regional Synthesis Report focusing on SIDS' challenges in implementing the BPoA/MSI.

With UNDP support, several island states developed legislation addressing reinforced social protection as a right of vulnerable groups, and Barbados and St Vincent developed national development strategies to reform and streamline their initiatives around poverty reduction, employment, environmental stability, social inequity and exclusion, participatory governance and project Regional Strategy on Statistics for the OECS, the needs of youth and the most vulnerable. Building on the outcomes of the project Support to Poverty Assessment and Reduction in the Caribbean programme (SPARC), which was focused on strengthening regional and national capacities to systematically collect, analyse and disseminate social data, the project "Strengthening Poverty and Social Sector Development in the OECS" went further to develop a SIDS-specific tool for governments to monitor the impact of fiscal measures and development initiatives. Ultimately, a multidimensional approach to poverty reduction was established, and with UNDP support, key statisticians from the region were trained through the Oxford Poverty and Human Development Initiative (OPHI), which resulted in the development of a national model of the Multi dimensional Poverty Index (MPI) that will allow countries to analyse poverty by sub-group and by different dimensions, of which there are four: living standards, labour, education and health. The living standards dimension will include indicators on housing, access to basic services, income and crime. The index will be a valuable tool to inform appropriately targeted poverty reduction strategies.

Appropriate partnerships were either forged or reactivated at the regional and country levels and these provided the interventions with relevance and validation on the ground. All the key stakeholders were engaged with the major exception of the private sector, absent from most of the interventions. One project in which private sector is expected to play a significant role is the CEELP, where public - private partnerships are being sought to support financing of the lighting projects, and where lighting retailers, manufacturers and installers will be involved as the activities progress. Inadequate inclusion of the private sector was felt to be a particularly unfortunate missed opportunity for the Youth in entrepreneurship component, where seasoned entrepreneurs could have been engaged to offer mentorship, and financial institutions could have either provided seed investment funds, or given advice on how to access these funds, to the young entrepreneurs.

The evaluation identified intangible results related to changes in beneficiaries' capacity even where the structures established to facilitate ongoing activity were not fully utilized. Participants in the Innovation challenge also reported significant changes in their approaches to their tasks and attitudes as entrepreneurs including: more comprehensive record keeping allowing them to understand what their real profit is; constantly and consistently improving their skills/products/services and marketing these at every opportunity; and seeking advice from more seasoned business persons and the network established under the project.

1 Negative and positive factors that affected the accomplishment of the outputs



<p>Knowledge and technical capacity related to areas of focus</p> <p>Global network of experience, strategic partnerships</p> <p>Politically neutral</p> <p>Ability to build on previous experiences</p> <p>Office leadership is engaged and hands on</p>	<p>Onerous administrative procedures and bureaucracies</p> <p>Limited capacity of governments (budgets, personnel, knowledge, systems)</p> <p>Lack of willingness to share information among and between institutions</p> <p>High cost of transportation within the region</p> <p>Lack of UNDP presence in the countries</p>
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Over the Programme period, 10 final or mid-term project evaluations were undertaken and the results were utilised by the SRO to support adjustments to the projects (where they were mid-term evaluations) and otherwise, to support further project planning and decision-making.

**Programme Area: Sustainable Human Development and Inclusive Governance**

UNDAF Priority: Enabling environment for economic and social governance and enhanced security.		
UNDAF OUTCOME 2: Strengthened enabling environment for effective and inclusive governance and citizen security at the national levels.		
Strategic Plan (2012-16) Focus area: Enabling environment for economic and social governance and enhanced security	Country Programme Outputs	Level of UNDP Project contribution to Country Outputs
	1. Enhanced evidence for governance and judicial reforms	CHDR action plans implemented for different countries
	2. Crime Prevention capacity strengthened through national citizen security policy and programme development	Not much traction here due to governments' concern regarding the effects on the economy of highlighting crime
	3. Greater participation by citizens, especially women, youth and vulnerable groups, in functions of government	Youth In Project- High Constitutional Reform Project – moderate to High

## Programme Area: Sustainable Human Development and Inclusive Governance

UNDAF Priority: Social protection and poverty reduction with a focus on vulnerable groups.		
UNDAF OUTCOME 3: Enhanced social protection services and systems that improve equity, universal accessibility and quality;		
UNDAF OUTCOME 2: Strengthened enabling environment to reduce poverty, increase economic participation and social inclusion with emphasis on vulnerable groups and		
UNDAF OUTCOME 6: Social, environmental and economic data collection is harmonised and access increased for use in policy and decision-making processes at the sub-regional and national level		
Strategic Plan (2012- 16) Focus area: Social protection and poverty reduction with a focus on vulnerable groups	Country Programme Outputs	Level of UNDP project contribution to Country outputs
	1. Articulated, coordinated social protection systems that address resilience in productive sectors including microenterprises, and that support inclusive growth and reduce vulnerability.	Youth In – Moderate; Potential – High
	2. Implementation of MDG Acceleration Plans	MDG Acceleration in Grenada-SEED The MDG Assessment Framework for Barbados
	3. Framework developed for multi-sectoral and integrated data collection and dissemination across Line Ministries and NSOs in 5 countries and implemented in at least 3.	Strengthening Poverty and Social Sector Development in the OECS Supporting Multidimensional Poverty Measurement and Strengthening Capacity of Statistical Office-Antigua Supporting Multidimensional Poverty Measurement and Strengthening Capacity of Statistical Office-Antigua
	4. SPARC Work Programme for statistical capacity development - implemented	

The Programme Area: Sustainable Human Development and Inclusive Governance was implemented addressing the UNDAF priority areas of **Social protection and poverty reduction** with a focus on vulnerable groups and Enabling environment for economic and social governance and enhanced security, and respective Outcomes of UNDAF OUTCOME 3: Enhanced social protection services and systems that improve equity, universal accessibility and quality;

UNDAF OUTCOME 2: Strengthened enabling environment to reduce poverty, increase economic participation and social inclusion with emphasis on vulnerable groups and

UNDAF OUTCOME 6: Social, environmental and economic data collection is harmonised and access increased for use in policy and decision-making processes at the sub-regional and national levels

OUTCOME 2: Strengthened enabling environment for effective and inclusive governance and citizen security at the national levels.

## 4.4 Sustainability

At this time, with the 2012-2016 Programme at its midpoint, there are positive indications regarding the potential sustainability of the benefits of the Programme which are assessed based on the design elements of the projects, the inclusiveness of the planning and implementation strategy, the outputs generated to date and the likelihood of the institutionalization of the processes and benefits within national and regional frameworks.

**Linkages of project interventions to regional and/or national priorities can increase the likelihood that benefits will be sustainable.** The UNDP ensures that projects are well aligned to the needs, agreed development priorities and policies of the recipient government. This ought to ensure the support of the national/ regional entity, and increase the probability that the intervention and/ or its outcomes will be integrated into national plans, policies and institutional frameworks. The results framework of all of the focus areas under the Sub regional Programme feature Outcome indicators that include the establishment or enhancement of policies, plans and institutional frameworks.

**Short project implementing periods limits the opportunity to establish permanent institutional, policy and/or regulatory infrastructure.** Even where the project design elements make provisions for good alignment with national / regional priorities and provide for policy support, the implementation periods for most interventions (2- 3 yrs.) is too short for a policy development process which is starting from scratch to be complete and deliver any benefits within a single project period. Generally, several follow on activities will be necessary to accommodate the life cycle of a completed policy development e.g. the energy policies for countries of the region have been in development over many years, with the support of CARICOM and various partners, and still the CEELP lists the development of RE policy as one of its project outcomes.

**Absence of explicit exit strategies affects operational continuity.** Few of the interventions articulated an exit strategy and formal handover process as part of the project design. There is therefore no explicit provision for operational sustainability beyond the project period. This shortcoming was also noted in the ADR 2009 report. Further in many cases, even if there was such a strategy, the short project implementation time together with the very common implementation delays that have affected almost all of the interventions would cause the project period to expire before the exit strategy could be implemented.

**Capacity Development and Institutional strengthening.** This is an area in which UNDP has a comparative advantage and most interventions benefit from policy advice and advocacy, at least as well as some form of technical or policy training, and / or awareness building. This builds capacity within institutions and individuals and contribute to sustainability. However, in many cases, deeper capacity issues such as those requiring long term attachment of technical experts/assistants are not addressed, and even when such experts are made available, sustainability will only be assured if either i) qualified staff is assigned to take over the task of the experts, or ii) the government takes over the remuneration of the expert. In the case of the OECS, the Commission has taken over the remuneration of the 2 staff members initially employed with UNDP funds. In most cases, however this gap is not filled, either because governments are likely to i) be unable to afford additional human

resources, or ii) existing staff is already minimal and even if trained, the likelihood of being able to perform additional tasks may not be feasible.

**Inadequate engagement of necessary stakeholders adversely affects sustainability.** In the case of the Youth In project, the private sector was not identified at the outset as a critical partner. As such, although participants learned entrepreneurial skills, and were empowered by their participation in the project, the young entrepreneurs were not exposed to private sector interests that could possibly provide mentorship and /or investments to support their business venture. In addition while the CBU has done an admirable job of keeping some of the outcomes of the Project on the air, thus broadening the awareness of the intervention, the inclusion of this vital partner at the outset of the project would have led to the development of an appropriate communications strategy which would have furthered the objectives of the intervention e.g. with respect to broader public awareness, and engagement with private sector and other strategically placed partners and sustaining interest in the project outcomes and benefits beyond the project period.

**Absence of consistent documentation and knowledge capture adversely affects opportunities for replication.** Where participating entities are going to be obligated to carry out specific tasks that are central to the implementation or the long term feasibility of the intervention, an MOU should be established from the outset. This would clarify roles, expectations and obligations of each party and support continuity in the event the original participant are no longer available to the project. In the case of the ERC project, no MOU was established at the outset that would i) identify the owners of the information necessary for the optimum functioning of the DEWETRA platform; ii) bind the agencies to provide the necessary information under the explicit agreement. As a result, the agencies that were assumed to be the owners of the information were not part of the project at the outset, and soliciting access to and use of the information after the fact remains a challenge.

The evaluation team identified some reasons behind the limited ownership of countries on the ERC DEWETRA platform; they are related mainly to (i) the limited perception of the priority of this platform; the countries that contributed most data to the platform were Antigua and Barbuda and Grenada due to a recent climate event with heavy rains and flooding. The rest of the countries have mixed levels of involvement due to their national needs prioritization in a scarce resources context. (ii) The platform is seen as useful but it has only a 48 hour window to do weather forecasting, (iii) sometimes there are technical incompatibilities, e.g. in Antigua and Barbuda the weather stations work at a different radio frequency from the MET office radios, (iv) the technical trainings on how to operate the platform did not have a spill-over effect to disseminate the learning from the workshop participants to other officials.

**High personnel turnover and lack of skills transfer among peers can cause loss of continuity.** Within the region there is a high risk of losing staff who have been trained in technical areas. Because the human resources complement is so limited, and generally the culture does not actively support the sharing of skills sets, there is a significant threat to losing valuable skills (such as operating the DEWETRA platform). On the other hand, the activity to build capacity in SIDS negotiating skills produced manuals and learning material that can be used to orient other potential negotiators

**Lessons learned from national and multi-country level projects can inform replication and offer scale up opportunities to the regional level.** A case in point is the CAP project where the lessons learned from implementation in 3 countries are available to be used to inform extending the early warning system to other communities in the same countries, as well as other countries in the region.

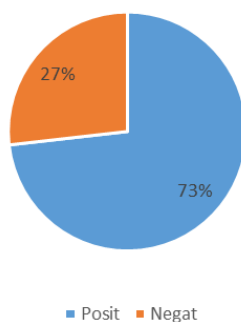
#### 4.5 Meta evaluation

Given the fact that this is a sub-regional evaluation that covers all UNDP focus areas and projects, and that some of the projects have been already evaluated, the evaluation team decided to analyse in detail each evaluation and identify trends in the findings. The main findings in each evaluation were identified and color coded in green (positive finding) or red (negative finding).

The meta evaluation takes into account the evaluation reports for the following projects: "Community Alerts Project (CAP)"; "Enhancing Resilience to Reduce Vulnerability in the Caribbean (ERC) Project"; "Demonstrating the Development and Implementation of a Sustainable Island Resource Management Mechanism in Antigua and Barbuda (SIRMM)"; "Youth Innovation (Youth-IN)"; "A Caribbean Network for Youth Development"; "Capacity Building for Climate Change Negotiators-SIDS", and the "UNDAF (2012-2016) Mid-term Evaluation".

Amongst these reports, there is a total of 153 evaluation findings of which 112 are positive and 41 negative, showing good performance and results, according to different external evaluation teams.

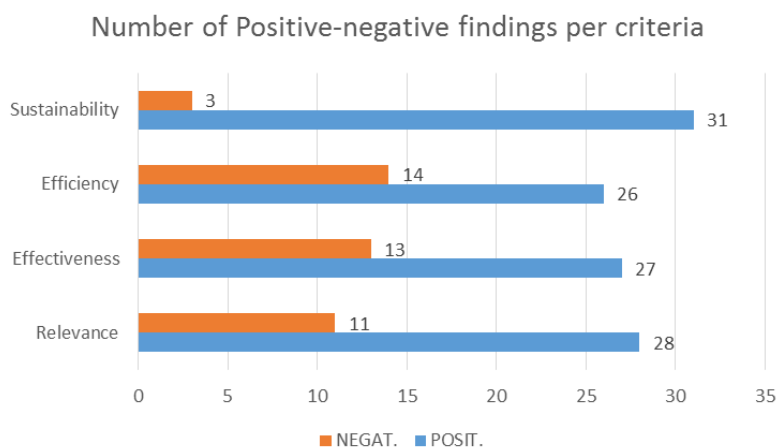
Overall percentage of positive-negative evaluation findings

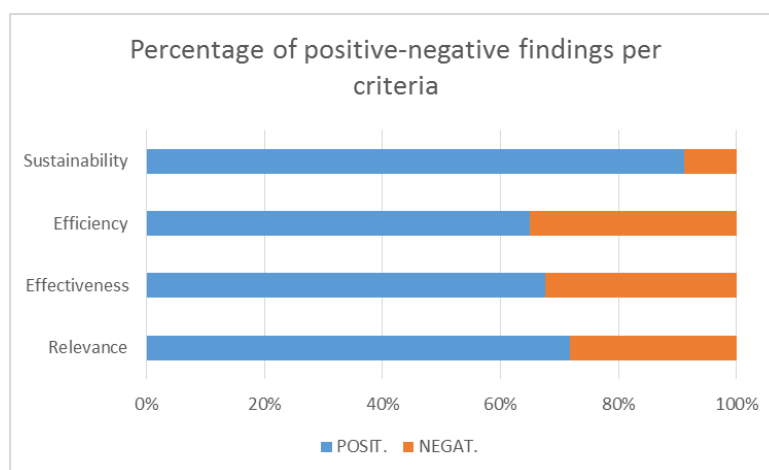


## 2Evaluation Findings (color coded map) (see also Annex

	RELEVANCE: REFLECTS PROJECT PURPOSE AND SCOPE	RELEVANCE: REFLECTS PROJECT PURPOSE AND SCOPE	RELEVANCE: REFLECTS PROJECT PURPOSE AND SCOPE	RELEVANCE: REFLECTS PROJECT PURPOSE AND SCOPE	RELEVANCE: REFLECTS PROJECT PURPOSE AND SCOPE	RELEVANCE: REFLECTS PROJECT PURPOSE AND SCOPE	RELEVANCE: REFLECTS PROJECT PURPOSE AND SCOPE	RELEVANCE: REFLECTS PROJECT PURPOSE AND SCOPE	RELEVANCE: REFLECTS PROJECT PURPOSE AND SCOPE	RELEVANCE: REFLECTS PROJECT PURPOSE AND SCOPE	RELEVANCE: REFLECTS PROJECT PURPOSE AND SCOPE
Relevance											
Effectiveness											
Efficiency											
Sustainability											

Disaggregating the analysis by evaluation criteria the evaluation found that the Efficiency has the higher number of negative findings (14) and the lowest number of positive ones (26). Then, Effectiveness has 13 negative findings and 27 positive ones. Relevance has 11 negative findings and 28 positive, while Sustainability only has 3 negative comments and 31 positive ones.





Taking a close look at the content in the evaluation reports, this MTR found some trends by criteria. Regarding Relevance and specifically project design, there were several issues regarding the lack of good indicators, baselines and clear goals; on the other hand, the positive findings related to the high relevance of the significance of the interventions, appropriate alignment of the projects with identified needs, and reasonable levels of stakeholder's participation in the design process.

Concerning the Efficiency criteria, the common negative findings are the implementation delays and the external factors that affect the efficiency such as geographical distance and the counterpart's lack of capacity. The positive findings on efficiency are good execution rates, satisfactory levels of delivery, and innovative management arrangements.

In terms of Effectiveness, the evaluation reports show mixed results varying from project to project, there is no clear trend except the fact that the majority of findings are positive (for detailed information please see Annex).

In terms of Sustainability, most of the findings are positive and related to good continuity expectations, UNDP portfolio provides permanence by aiming at continued interventions/benefits, counterparts ownership, and capacity building through trainings, toolkits, etc. (for detailed information please see annex)

### 3 MTR analysis on the evolution from the 2009 ADR (Assessment for Development Results)

2009 ADR Conclusions (Overall qualitative baseline)	2015 MTR Findings (Evolution)
Conclusion 1: Given the complexity of the Eastern Caribbean subregional context, the situation can be characterized as a development paradox'.	Situation context remains the same, and no managerial changes have been put in place to address the challenging situation of a multi-level intervention with limited resources for the SRO (similar to a CO) and a complex social and economic scenario
Conclusion 2: UNDP has a commendable programme with a strong profile and reputation. However, although many useful short-term	UNDP SRO has focused its priorities on upstream initiatives such as policy, advocacy, regional coordination, and capacity building. The SRO is now more focused on long-term results as demonstrated by CHDR action plans

Results (i.e., outputs) have been achieved, including good contributions to country-level and subregional development objectives, only moderate progress has been made towards longer-term development results (i.e., outcomes) in the programme plan.	implemented for different countries, the Grenada constitutional reform, regional level plans (Youth Development Plan, ERC) and tools (MPI).
Conclusion 3: The comparative advantage of UNDP is related to addressing social development issues across the sub region, mainly in the broader upstream areas of leadership, policy consultation, advocacy, technical capacity development and networking.	UNDP is seen as a reliable development partner for the region. This MTR concurs with the 2009 ADR conclusion on the comparative advantage, adding also that UNDP has a great edge as a regional knowledge broker.
Conclusion 5: There were weaknesses in UNDP subregional programme management systems (i) There was a marked absence of adequate internal monitoring and evaluation across the programme. (ii) The financial sustainability of the subregional programme appeared to need more attention	Since the start of the Programme period, there has been some progress in terms of M&E but weaknesses continue to persist in the programme.  Regarding financial sustainability the SRO has put in place a successful resource mobilization strategy that has multiplied the available resources for coming years, with a more balanced project portfolio.

## Chapter 5: Conclusions and Recommendations

### Conclusions

1. The project and non-project activities implemented under the Sub Regional Programme are relevant and well aligned to the development priorities and needs of the countries of the Sub Region. These priorities have not changed significantly since the start of the Programme, and continue to be centered on improving social and economic resilience, climate change adaptation, disaster risk resilience, addressing crime and violence, with a particular focus on youth and women. The existing programme areas are therefore still broadly relevant, but must expand to include new and emerging issues such as the Post 2015 agenda, the Samoa Pathway, while aligning with the new UNDP strategic Plan 2014-2017.
2. The Programme performed creditably over the 2012-2014 period, especially considering the challenges involved in transitioning to a leaner organisation, with reduced core funding, a high level of staff turnover in 2013, restructured programme areas, and most recently the need to align to the 2014-2017 Strategic Plan.
3. The existing internal monitoring systems within the region and the SRO are weak; and the requirements under the new Strategic Plan regarding the need to develop and report against baselines, indicators, and targets for each of at least 7 of the countries in the sub region will place an unsustainable burden on the small SRO, which is already grappling with the demands to deliver at national, multi country and regional levels. The recommendation by the ADR for UNDP HQ to apply special arrangements to facilitate the peculiar situation of the Office has not been addressed, and the requirements under the new Strategic Plan is expected to increase the operational burden.
4. The Programme registered good success in attracting funding from non-traditional sources, although at the start of the Programme period the funding levels were less than satisfactory. There is room however for the SRO to establish a brand that will allow for strategic marketing to an even wider sphere of potential donors including regional and international private sector interests.
5. Efficiency in implementation and delivery levels were affected by late starts, delayed procurement, slow responses from some country partners, and time involved in ensuring broad based participation. In addition, the operational arrangements faced by the SRO in addressing needs at the national, multi country and regional levels are also time consuming. Nonetheless, some quality outputs have been delivered which are contributing toward to the achievement of outcomes, although it is too early to see the full manifestation of these.
6. Interventions that involved proper engagement and facilitated ownership of CSOs and governments are more effective, and support more efficient use of limited resources.

7. The value added and comparative advantages of the programme are linked to its holistic approach and upstream work to enhance capacity to develop and/or strengthen policies and other institutional frameworks at the political level, while providing space for bottom up multi-sectoral and multi-stakeholder dialogue and on- the- ground practical demonstrations.
8. The SRO provides a useful space to anchor regional activities and provide technical support to countries. The office is appropriately located within the regional bureau and has played an important role in supporting UNDP practice architecture and facilitating more holistic cross-practice approaches. There are also many advantages in supplying technical support to Caribbean countries from the SRO compared to regional service centre, headquarters, including proximity, language and presence. Having the SRO led by a DRR has increased the visibility of the organization, increased the potential for stronger relationships with United Nations partners and regional institutions, and provided better opportunities for strengthening UNDP positioning within the region. However, the office size is still limited as the resources to properly mobilize and deliver results in a region with many needs.
9. UNDP has not streamlined organization-wide functions and resources to adjust to the creation of the regional service centres. At the same time, UNDP has been unable to draw sufficiently on regional knowledge and experiences for corporate positioning. There needs to be greater clarity and consistency with respect to management tools.
10. UNDP is well positioned within the region to address sensitive issues and promote development areas of work. Because the UNDP is seen as impartial to national governments and CSOs, a knowledge broker and experienced implementer, the programme was able promote important interventions on key issues. This includes the Constitutional Reform Project in Grenada which demonstrates the UNDP's ability to bring parties with diverging positions together to dialogue on sensitive issues.
11. The programme proved effective in investing its limited resources on upstream initiatives such as policy and technical advice, advocacy, dialogue, partnership building, multi-stakeholder coordination, networking, and capacity building, focusing on addressing sensitive and underlying issues particularly related to social inequality and exclusion.
12. Although there were fair Programme level Outcomes, there is no theory of change at the project level. Each project needed to have realistic, qualitative and quantitative indicators relating specifically to the projects, and which can be tracked by an internal monitoring system.
13. The internal project monitoring system was inadequate, and appeared to focus mainly on activities and expenditure levels. The tracking of progress based on delivery levels (i.e rates of expenditure) is somewhat misleading although a common practice of many donors, including the UNDP. In a region which is comprised of SIDs, the possibility to spend at a rapid rate is likely to be constrained by the limited absorptive capacities of the countries, as well as the labour and time intensive processes involved with building capacities in higher level

endeavours such as developing and/or strengthening policy and governance frameworks. Finding common, non-threatening spaces within which to meaningfully engage civil society and private sector in the development process is challenging and time consuming in these traditionally hierarchical societies, but must nonetheless be part of the process.

14. In general cases, this evaluation did not have the benefit of necessary M&E standards to measure quality indicators for performance and results, identify good and bad practices, disseminate lessons learned and make more informed decisions at the national and regional levels. In a context of diminishing resources and increasing competition for funds, the lack of a tracking system to assess the contributions to outcomes and cost-effectiveness considerations is a major concern. In addition, the absence of a system to report consistently on positive outcomes and best practices to existing and potential funding partners represents a lost opportunity.

## Recommendations

### *Programmatic recommendations*

1. The next 2 years of the Programme and the SPD (2017-2021) should continue with the same areas of focus i.e. Climate Change and DRR, Energy and Environment and SHD and Inclusive Governance. The overall theme/driver of the Programme should be the creation of an “Empowered secure citizenry, participating in equitable sustainable growth pathways to create resilient nations”

The Governance component should be expanded to address the emerging issues of:

- a) **Youth empowerment** through social and economic engagement to include:
  - Transforming educational systems to engage boys more and emphasise entrepreneurship, skills training and job readiness (partner -UNESCO)
  - Leveraging creativity and use of ICTs to take advantage of jobs of the future; (ITU,UNESCO)
  - Strengthening of, and linking to existing social groups eg Police Youth Clubs, Boys Brigades, other youth related CSOs; mentorship by private sector titans; increased engagement, possibly mentorship and investment by the Caribbean Diaspora.
- b) Constitutional reform in other countries that would effectively enshrine Gender, Climate Change, environment and equity for all. The Grenada experience should serve as a model.
- c) Improved security of women and children through :

- Establishing accountability and reporting mechanisms to monitor and enforce compliance with agreed international and national commitments on children's and women's rights and security.
- Creating opportunities for education, training, employment and income-generation for young men and women as a viable alternative to criminality.
- Strengthening States' response to violence against women and children as a security threat through norms and protocols, in particular for the security sector
- Strengthening the capacity of civil society groups, especially women's groups, to conduct integrated monitoring of women's security situation in keeping with agreed international, and national commitments to women's human rights.
- Designing and implementing information, awareness-raising and capacity-building campaigns on personal security

Partners: UNWomen, UNICEF

- d) In view of the increasing focus on establishing evidence-based decision making systems, and in support of enhanced democratic and transparent governance processes, it will be important for Caribbean societies to develop policies embracing the concept of Open data<sup>30</sup>. It is notable that one of the two countries which provided the full data sets required for the DEWETRA platform was Antigua and Barbuda, which has a national policy supporting the generation and use of Open data.
2. In consideration of the move away from the siloed approach, the SPD should pursue the layered approach to multidimensional project interventions with Climate change, gender, citizen security and governance considerations as cross cutting issues.
  3. UNDP HQ should develop an explicit, holistic and strategic business model that is better suited to this SRO, one of the most important development partners in the subregion, and which is charged with supporting some of the most highly indebted and vulnerable SIDs in the world. Moving the sub region's development agenda forward effectively will require that the SRO is seen through the same lens as that applied to SIDS. It is well appreciated that SIDs have multiple vulnerabilities and peculiar development needs, and the challenge they face will only increase in the future as Climate change takes effect. Just as the development community has seen fit to apply certain exceptions to this group, so should some exceptions be applied to this office that has to deliver in an environment where there are few economies of scale, national capacities are low, and country and regional partners require technical, advocacy, management and monitoring support to implement their projects. The situation of this SRO is not unlike that of UNDP Fiji and so that model should be examined with a view to replication or adaptation.

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<sup>30</sup> Open data is data that can be freely accessed used, reused and redistributed by anyone. Open government data is data that is produced or commissioned by government or government controlled entities, and can be used to shape public policy, to promote democratic governance, human rights, and economic, legal, and social reform

4. A core issue to determine in the next phase of the SPD regarding effectiveness (as well as efficiency), is how the Sub Regional Office focuses its limited resources on the regional level mainly, with some small scale initiatives at the national level, implementing pilot projects that could be replicated and feed into regional public policy making. The Small Grants Programme is a good vehicle to implement at the national level, identifying best practices and opportunities to scale up or replicate. This could also be the level at which a repository of documentation of case studies on pilots is developed and maintained. In this way, the lessons learned would be available to inform project development and strategic planning of future SPDs.
5. The UNDP approach to contributing to development and corporate results at the regional level needs to be set within the broader context of an organization-wide business model. Only through re-examining the UNDP fundamental principles and overall strategy in a rapidly changing global environment can UNDP identify the most appropriate role of regional level actions.
6. UNDP Senior Management should adequately consult with regional counterparts and donors on the next phase of as well as identify more effective means of engaging key stakeholders on an on-going basis through exploring the formation of new mechanisms (e.g. an informal advisory group with open membership, regular newsletters, feedback polls, scheduled briefings).
7. The next SPD should ensure a results framework with distinct and well-defined activities and detailed and measurable impact and operational performance indicators for the next phase, based on a comprehensive needs assessment.
8. Gender and youth should be fully mainstreamed into the overall programming approach and project development. This should include formal spaces for understanding gender issues in all areas, and the designation of responsibilities, roles and tools for gender mainstreaming. It is key to implement the gender/youth approach from the onset, defining the starting point situation to women and youth group, explaining how the project might benefit them and using participatory approaches to determine which components or strategies need to be implemented to achieve the desired impacts.
9. Region and country readiness, existing coordination structures and capacities should be assessed during project planning and design phase, and provision made for capacity development of these structures in future programmes. This analysis should affect the selection of implementation modalities (NIM vs DIM). In general, this evaluation recommends to prioritize DIM modalities rather than NIM; the reason for this is the specificity and complexity of the region in terms of national capacity, it is well known that UNDP strives to transfer capacity while delivering results, but in this case it is necessary to make sure of reaching the final beneficiaries and delivering the outputs on time.
10. The SRO needs to develop a comprehensive capacity building strategy to provide coherence and a rationale to the many CB initiatives undertaken over the past years and to then guide the roll-out of future CB initiatives, particularly training courses and including the development of a pool of master trainers to ensure sustainability.
11. For future projects, it will be necessary to identify and continue building on such synergies (capacity building) with counterparts, to ensure sustainability of project outcomes

through concretising the further engagement and ownership of the project by counterparts.

12. The SRO to ensure sustainability and consistency of delivery through core functions being undertaken by staff, possibly supplemented by consultants who in turn ensure transfer of skills to staff.
13. Different measures should be adopted to assist in the sustainability of the results and the outputs, including obtaining commitment and agreeing on certain pre-conditions with counterparts before the beginning of the project regarding the use and the sustainability of certain outputs and outcomes.
14. UNDP should systematically assess good practices and develop knowledge of the underlying causes of these results. Governments face increasingly complex national capacity challenges, and this situation requires a continuous learning process. There are clear opportunities for regional institutions, governments and UNDP to identify both why capacity development successes have happened and the implications for replication. This should become the priority for UNDP's work in the remaining phase of the SPD and the next programming cycle. It will require dedicated resources and the development of new approaches for learning lessons beyond the traditional monitoring and evaluation systems that focus on end results. Finally, it means enhancing knowledge management across the working areas to ensure that good practices and lessons are disseminated.

### *Operational recommendations*

The operational diagnostic focuses on the tools, approaches and practices SRO can use to integrate the thematic and design parameters in the assessment and management of projects. The operational parameters – evidence-based approaches, theories of change, portfolio management, enhanced M&E, and risk management - are mutually-reinforcing and partially overlap.

1. When developing projects, due time and consideration should be given to providing a detailed description of objectives, outcomes, outputs, indicators and coordination mechanisms. Project implementation would benefit from a more realistic planning of activities.
2. Due to funding needs, disseminate results and accountability reasons, it is recommended to design and implement a communications strategy in the remaining phase of the SPD, to establish clear narratives, key messages and dissemination channels at the project and program levels, with dedicated information targets. The narratives and key messages should inform about success stories, best practices, life stories from the field, quantitative / qualitative changes, etc.
3. The brand of the UNDP needs to be better established with the support of a Brand development/ marketing/Communication specialist, and an appropriate Marketing strategy

developed that will help to attract funding. The plan should be implemented out of the RC's Office which may need to be provided with additional administrative capacity

4. Project design need to include appropriate results chain and theories of change which are specific to the project scope, but linked to the overall Programme level Outcomes. Therefore, for each project there should be an appropriate M&E framework with realistic, qualitative and quantitative indicators which relates specifically to the project at the micro level, and can be tracked by a robust internal monitoring system.
5. The M&E can include qualitative indicators such as perception from stakeholders on different strategic lines from the project, that can be measured periodically starting from the baseline (e.g. CSO perception on the CSO capacity to engage with the government in development matters – before and after UNDP's project).
6. The use of milestones is recommended for intangible processes such as the governance, human development, etc. As the processes are not easy to measure, they can be divided by specific milestones with percentages to measure the progress; e.g. a CSO empowerment process could have different milestones like: (i) CSO mapping, (ii) CSO call to participate in the trainings, (iii) training process finished, (iv) establishing a CSO network, (v) CSO network participating in development discussions with the government. This example has 5 milestones that can be registered and each one of them has a deadline or a date, and can be measured in percentage, where each milestone weighs 20% for a total 100% if the progress was complete.
7. Given the comprehensive nature of the work undertaken by the SRO, it is proposed that at least a part-time Monitoring, Evaluation & Knowledge specialist be employed. The Specialist would be responsible for overseeing monitoring of the UNDP's contribution and project level progress in line with the SPD; participate in ongoing monitoring along agreed guidelines; support and inform external evaluation exercises; identify and disseminate lessons learned, best practices and other knowledge products derived from projects.
8. The UNDPs fund raising activities need to continue to target non-traditional donors, and specifically, extend to the private sector and foundations within, and external to the region.
9. At the project level, administrative arrangements should be clear and transparent to all stakeholders from project outset in order to increase programme efficiency and effectiveness. A through stakeholder analysis undertaken as part of the project design should inform who are the critical stakeholders, their capacities, and pre- project roles and responsibilities. The programme's hierarchy, division of labour, supervision arrangements and reporting lines can then be established and agreed to through a project level letter of agreement or other such instrument which leaves no room for ambiguity.
10. UNDP administrative procedures should be improved so that they support rather than constrain effective programming in all areas, especially in natural disasters. Administrative and programming procedures should not only ensure accountability, but also enable SRO to respond with faster and well-planned interventions. UNDP should continue to refine its administrative procedures to allow for faster procurement, more efficient staff recruitment and flexibility in funding during crises.
11. SRO needs to develop systems and tools to ensure that the impact of capacity building is monitored, understood and feeds into programme planning and implementation.



## Annex 1: Projects Approved or implemented between 2012-2014

<b>CLIMATE CHANGE AND DISASTER RISK RESILIENCE</b>		<b>US\$</b>
85959	Federal Ministry for the Environment, Nature Conservation & Nuclear Safety (BMU) Programme on integrated Adaptation Strategies in Grenada UNDP/GIZ	<b>3,259,167</b>
86915	DIPECHO-Community Alert Integrated (DIM EXP DEC 2014)	<b>655,320</b>
87426	Strengthening Capacity in Post Disaster Needs Assessment UNISDR	<b>441,750</b>
87427	Strengthening Public Investment in DRR & Climate Change UNISDR	<b>779,420</b>
87550	Strengthening DRR in St. Vincent & the Grenadines	<b>50,000</b>
88792	Eastern Caribbean Recovery (DIM EXP DEC 2014)	<b>120,000</b>
89776	Caribbean Tsunami Information Center UNESCO	<b>626,400</b>
<b>ENERGY AND ENVIRONMENT</b>		<b>US\$</b>
87071	AUS-SIDS climate Change Negotiations	<b>739,626.87</b>
85597	Conserving Biodiversity & Reducing Habitat Degradation-St Kitts	<b>64,000</b>
85646	Grenada Ridge to Reef IP	<b>100,000</b>
86194	Promoting Access to Clean Energy-St Vincent IP	<b>92,890</b>
87225	Solar Photovoltaic Systems in Public Buildings IP	<b>100,000</b>
87492	Preparation for 2014 SIDS Conference	<b>65,000</b>
90390	Caribbean Energy Efficient Lighting Project	<b>1,070,000</b>
91426	National Biodiversity Planning to Support the implementation of the CBD 2011-2020 Strategic Plan in Antigua and Barbuda	<b>136,000</b>
87221	Green City: Promoting small island integrated urban development in Portsmouth, DMI	<b>100,000</b>
87223	Low Carbon Development Path: Supporting the Sustainability and maintenance of Ecosystem Integrity, health and Function DMI	<b>100,000</b>
<b>SUSTAINABLE HUMAN DEVELOPMENT AND INCLUSIVE GOVERNANCE</b>		<b>US\$</b>
64116	Youth Innovation Caribbean Network for Youth (DIM EXP DEC 2014)	<b>3,576,983</b>
75559	Caribbean Human Development Report Citizen Security	<b>183,344</b>
82501	Engaging Caribbean Youth on Citizen Security (DIM EXP DEC 2014)	<b>175,000</b>
45318	Strengthening Poverty and Social Sector Development in the OECS	<b>100,000</b>
85797	A Future for SIDS: St. Lucia Post 2015	<b>50,000</b>
86185	Strengthening Capacity to Monitor Human Development	<b>50,000</b>
86740	Poverty Reduction & Empowerment for Sustainable Livelihoods-Dominica	<b>50,000</b>
	MDG Acceleration in Grenada-SEED	<b>50,000</b>
	Supporting Multidimensional Poverty Measurement and Strengthening Capacity of Statistical Office-Antigua	<b>23,000</b>
	Supporting Multidimensional Poverty Measurement and Strengthening Capacity of Statistical Office-St. Lucia	<b>46,000</b>
	The MDG Assessment Framework for Barbados	<b>45,000</b>
	Caribbean Human Development Report Citizen Security	<b>500,000</b>
	Regional Strategy on Statistics for the OECS	<b>400,000</b>

## Annex 2- Evaluation Matrix

The information matrix is useful to finalize the overall evaluation method in a way which cuts across the evaluation questions and which makes a good enough mix of evaluation tools, considering the available time and resources. The method draws up the list of all evaluation tools suggested in the tables. Each tool is then considered from the viewpoint of its capacity to help answering several questions and sub-questions. **It is important to note that these questions are only indicative and should be tailored in terms of language, tone, style and format to match the audience, for this the consultants will develop evaluation protocols.**

EVALUATION MATRIX				
Questions to be addressed by outcome-level evaluation	Sub-questions	What to look for	Data sources	Data collection methods
<b>RELEVANCE.</b> Relevance concerns the extent to which a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries. Relevance also considers the extent to which the initiative is responsive to UNDP corporate plan and human development priorities of empowerment and gender equality issues. Relevance concerns the congruency between the perception of what is needed as envisioned by the program planners and the reality of what is needed from the perspective of intended beneficiaries. It also incorporates the concept of responsiveness—that is, the extent to which UNDP was able to respond to changing and emerging development priorities and needs in a responsive manner:				
<ul style="list-style-type: none"> <li>• Are the stated outcomes and indicators appropriate for the development situation in Barbados and the Eastern Caribbean?</li> <li>• Are the monitoring indicators appropriate to measure achievement of the outcome or is there is need for improvement?</li> </ul>	<ul style="list-style-type: none"> <li>• To what extent was the programme designed, implemented, monitored and evaluated, as part of a collaborative process among all relevant stakeholders?</li> <li>• The decision making for the Programme is based on what type of information? (indicators, social data, surveys, studies)</li> <li>• Is information on performance and achieved results accessible to all stakeholders?</li> <li>• Is the project reported on results or activities?</li> </ul>	<ul style="list-style-type: none"> <li>• M&amp;E systems, roles and processes</li> <li>• Mechanisms the project have put in place to monitor implementation and its related effectiveness</li> </ul>	<ul style="list-style-type: none"> <li>• M&amp;E templates</li> <li>• Program key documents</li> <li>• Results frame-works, other intervention logic models</li> <li>• CO, key stakeholders, Governments</li> <li>• Progress reports</li> <li>• Interviews with beneficiaries</li> <li>• Online survey</li> </ul>	<ul style="list-style-type: none"> <li>• Desk reviews of secondary data</li> <li>• Interviews of government partners</li> <li>• Interview with partners/service providers</li> <li>• Interviews with civil society actors</li> <li>• Field visits to selected projects-activities</li> </ul>

**EFFICIENCY.** Efficiency measures how economically resources or inputs (such as funds, expertise and time) are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Efficiency is important in ensuring that resources have been used appropriately and in highlighting more effective uses of resources:

<ul style="list-style-type: none"> <li>• To what extent have the programme and project outputs resulted from economic use of resources?</li> <li>• With the existing interventions in partnership with other actors and stakeholders, has UNDP achieved the outcome within the set timeframe and inputs – or whether additional resources are required and new or changed interventions are needed in the future?</li> <li>• Are there any synergies between UNDP, other UN Agencies and donors?</li> </ul>	<ul style="list-style-type: none"> <li>• To what extent was the structure of the programme efficient (organizational structure, management flow, decision-making, etc.) in comparison to the development results attained?</li> <li>• How efficient were the structures of the programme? (Hierarchy, roles, supervision chain)</li> <li>• Were the resources focused on the set of activities that were expected to produce significant results?</li> <li>• To what extent and in what ways did national ownership – or the lack thereof – impact the efficiency and effectiveness of the programme?</li> <li>• Was there any identified synergy between UNDP initiatives that contributed to reducing costs while supporting results?</li> <li>• How has the inter-agency work and UNCT assisted the efficiency of program delivery?</li> <li>• Were the UNDP activities, processes and results owned by the stakeholders?</li> </ul>	<ul style="list-style-type: none"> <li>• Cost-effectiveness</li> <li>• The circumstances giving rise to need for time extensions</li> <li>• The fund utilization (over-expenditure / under-expenditures)</li> <li>• Ensuring resources are concentrated on the most important initiatives (or whether they scattered/ spread thinly across initiatives)</li> <li>• UNDP added value to the process</li> <li>• Articulation</li> <li>• UN Synergies</li> <li>• Possible partnership alternatives</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents</li> <li>• Progress reports</li> <li>• Project Work Plans, financial reports</li> <li>• Government partners</li> <li>• UNDP staff</li> <li>• Feedback, opinions of other UN agencies, other development agencies, project partners</li> </ul>	<ul style="list-style-type: none"> <li>• Desk reviews of secondary data</li> <li>• Interview Government partners and Development partners</li> <li>• Interviews with UNDP staff members</li> <li>• Interviews with other UN agencies, other development agencies, project partners</li> </ul>
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<ul style="list-style-type: none"> <li>• To what extent were quality outputs delivered on time?</li> <li>• Are there any gaps in terms of time, resources, capacities, etc. that may prevent the achievement of the outcomes?</li> </ul>	<ul style="list-style-type: none"> <li>• Has the project or programme been implemented within deadline and cost estimates? Why?</li> </ul>	<ul style="list-style-type: none"> <li>• Delivery, implementation</li> <li>• Execution rates</li> <li>• Bottlenecks</li> </ul>		
<b>EFFECTIVENESS.</b> Effectiveness is a measure of the extent to which the initiative's intended results (outputs or outcomes) have been achieved or the extent to which progress toward outputs or outcomes has been achieved.				
<ul style="list-style-type: none"> <li>• Can UNDP's outputs and other interventions be credibly linked to the achievement of the outcomes?</li> <li>• What progress has been made in terms of achieving UNDP outputs and outcomes (including an analysis of both project activities and soft assistance)?</li> <li>• What are the key outputs that have been or likely to be produced by UNDP to contribute to the outcomes?</li> <li>• What are the factors (negative and positive) that affect the accomplishment of the outputs?</li> </ul>	<ul style="list-style-type: none"> <li>• To what extent have the objectives and expected results (outputs, outcomes), been clear, realistic and coherent in terms of contributing to the regional priorities and UNDP's overarching strategies and policies?</li> <li>• Is there a clear theory of change for the program?</li> <li>• Does the value chain clearly specifies how the inputs turn into activities, outputs and outcomes?</li> <li>• To what extent and in what ways did the programme contribute to achieving the expected results?</li> <li>• What were the good practices, success stories, lessons learned and transferable examples?</li> <li>• What are the external and internal factors that +/- affect the program performance?</li> </ul>	<ul style="list-style-type: none"> <li>• Contribution</li> <li>• Intervention logic</li> <li>• Causality</li> <li>• Outcomes the program achieved</li> <li>• Outputs the program achieved</li> <li>• In addition to UNDP initiatives, the unanticipated/unintended (+ and -)</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports on projects</li> <li>• UN staff</li> <li>• Development partners</li> <li>• Government partners</li> <li>• Beneficiaries</li> <li>• Products, publications</li> <li>• M&amp;E tools and procedures</li> <li>• Project evaluations</li> </ul>	<ul style="list-style-type: none"> <li>• Desk reviews of secondary data</li> <li>• Interviews with Government partners, Development partners, UN staff, civil society partners, associations, and federations</li> <li>• Field visits to selected projects</li> </ul>

<ul style="list-style-type: none"> <li>• What were the positive and negative, intended or unintended, changes contributed by UNDP's work?</li> <li>• What has been the quality of output and outcome level monitoring and how has it contributed to programme achievements? How have corresponding outputs delivered by UNDP effective the outcomes, and in what ways have they not been effective? How effectively were project evaluations used by the sub-region al office?</li> <li>• How could the SPD/MCPAP implementation could be improved over the next two and a half years?</li> <li>• How has UNDP observed it commitment to addressing cross-cutting issues such as human rights based approaches, gender mainstreaming, capacity building and knowledge management?</li> </ul>	<ul style="list-style-type: none"> <li>• Were there any unintended results? (+/-)</li> <li>• Is there a proper M&amp;E system to measure and report progress and results?</li> <li>• Are there clear M&amp;E procedures, roles and proper tools?</li> <li>• Did the evaluation exercises influence strategic decision-making?</li> <li>• What lessons can be learned from the implementation in order to improve performance, results and effectiveness in the future?</li> <li>• Evaluation recommendations</li> <li>• The extent to which the HD initiative is designed to appropriately incorporate in each outcome area contributions to attainment of gender equality?</li> <li>• Which UNDP documents, tools, guidelines exist to equip the team to take gender and HR into account?</li> <li>• Which data is generated to inform MS and management on HR / gender issues, e g when carrying out capacity building? Who, within UNDP, is in charge of HR and gender?</li> <li>• Has UNDP invested in the sharing of best practices within the sub-region al office or with other offices</li> </ul>	<p>factors that may have affected the results</p> <ul style="list-style-type: none"> <li>• What couldn't have been done without the UNDP</li> <li>• M&amp;E usefulness for UNDP and other stakeholders</li> <li>• Proper output measurement</li> <li>• Evaluation role in management</li> <li>• Recommendations based on evidence, usefulness, and viability</li> <li>• Example(s) of how the program contributes to gender equality</li> <li>• HR approach</li> <li>• Capacity Building Knowledge Management</li> </ul>		
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		<ul style="list-style-type: none"> <li>• Best practices identification and sharing.</li> <li>• Institutional memory.</li> </ul>		
<b>SUSTAINABILITY.</b> Sustainability measures the extent to which benefits of initiatives continue after external development assistance has ended. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, institutional and other conditions are present and, based on that assessment, making projections about the national capacity to maintain, manage and ensure the development results in the future.				
<ul style="list-style-type: none"> <li>• What is the prospect of the sustainability of UNDP interventions related to the outcomes? Provide recommendations for ensuring sustainability.</li> <li>• Indicate if the scaling up/replication of the projects or methodology is feasible and make recommendations to ensure the same; assess how well UNDP replicated or extends projects including timings and change in project design etc.</li> <li>• To what extent has a sustainability strategy, including capacity development of key national and sub-regional stakeholders been developed or implemented?</li> <li>• To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?</li> </ul>	<ul style="list-style-type: none"> <li>• Where relevant, have operating capacities been created and/or reinforced in key stakeholders?</li> <li>• Were initiatives designed to have sustainable results given the identifiable risks?</li> <li>• Did they include an exit strategy?</li> <li>• How does UNDP propose to exit from projects?</li> <li>• To what extent does the exit strategy take into account the following:               <ul style="list-style-type: none"> <li>- Political factors (support from national authorities)</li> <li>- Financial factors (available budgets)</li> <li>- Technical factors (skills and expertise needed)</li> </ul> </li> <li>• How has UNDP approached the scaling up of successful pilot initiatives and catalytic projects?</li> <li>• Have donors stepped in to scale up initiatives?</li> </ul>	<ul style="list-style-type: none"> <li>• How has UNDP addressed the challenge of building national capacity in the face of high turnover of government officials?</li> <li>• Exit strategy (procedures and agreements defined for sustaining the program results in the future)</li> <li>• Unanticipated sustainability threats emerged during implementation</li> <li>• Actions have been taken to scale up the projects</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports on projects</li> <li>• UN staff</li> <li>• Development partners</li> <li>• Government partners</li> </ul>	<ul style="list-style-type: none"> <li>• Desk reviews of secondary data</li> <li>• Interviews of Government partners, Development partners, UN staff, civil society partners, associations, and federations</li> <li>• Field visits to selected projects</li> </ul>

## Annex 3 -List of persons consulted

	Name	Organisation
1	Stephen O'Malley, Resident Coordinator	UNDP, Barbados and the OECS
2	Lara Blanco, Deputy Resident Representative	UNDP, Barbados and the OECS
3	Janine Chase Programme Manager	UNDP, Barbados and the OECS
4	Marlon Clarke, Coordinator	UNDP, Barbados and the OECS
5	Musaad al Saleh, Programme Officer	UNDP, Barbados and the OECS
6	Cherise Adjodha , Programme Analyst	UNDP, Barbados and the OECS
7	Danielle Evanson Programme Manager	UNDP, Barbados and the OECS
8	Lorenzo Harewood, Technical Administrative Associate	UNDP, Barbados and the OECS
9	Ricky Wilson, Programme Manager	UNDP, Barbados and the OECS
10	Cherryanne Hinds, Programme Officer	UNDP, Barbados and the OECS
11	Sherri Frederic	UNDP, Barbados and the OECS
12	Jason LaCorbiniere	UNDP, Barbados and the OECS
13	Lee Rose, Programme Manager	UNDP, Barbados and the OECS
15	Dwayne Nurse,	UNDP, Barbados and the OECS
16	David Bynoe, Manager	GEF Small Grants Programme
17	Simone Lewis, Coordinator	GEF Small Grants Programme (Grenada)
18	Lea Gimenez, Economist, LAC Region	World Bank
19	Ian King, Country Programme Specialist	UNDP RBLAC
20	Shelly Trim, M&E, Programme Officer	UNDP Jamaica
21	Beverly Best, Head, Functional Cooperation & Programme Management Unit	OECS Commission
22	David , Head, Social Policy Unit	OECS Commission
23	Kim Clarke, Social Policy Unit	OECS Commission
24	Sean Mathurin, Social Policy Unit	OECS Commission
25	Camille Wildman, Programme Manager	EU Commission, Barbados and the OECS
26	Rolando Duran, External Evaluator	Community Alerts Project (CAP)
27	Sonia Gill, Secretary General	Caribbean Broadcasting Union
28	Marcia Brandon, Executive Director	Centre of Excellence for Sustainable Livelihoods
29	Sonia Nurse, Deputy Director	Barbados Meteorological Office
30	Clairmont Williams, Senior Meteorologist	Barbados Meteorological Office
31	Bernardo Aliaga, Programme Specialist	UNESCO- IOC
32	Lisa Harding, Programme Officer	Caribbean Development Bank
33	Kemberly Gittens and team	Caribbean Policy Development Centre
34	Emanuela Benini, Director	Italian Cooperation
35	Paolo Boncompagni	Italy
36	Elizabeth Riley, Deputy Director	CDEMA
		ANTIGUA
36	Philmore Mullin, Director	Antigua- National Office of Disaster Services
37	Keithley Meade, Director	National Meteorological Services
39	Linroy Christian	Office of the Environment Division
40	Ruleta Camacho, Project Manager	SIRM
41	Monique Miller	SIRM

42	Tricia Lovell	SIRM
		<b>GRENADA</b>
43	Valerie Lorena, Executive Director	Young America's Business Trust (YABT) (Washington)
44	Arkada Ventour , Programme Officer, Caribbean	YABT- OAS
45	Yolanda Newton	Ministry of Finance, Grenada
46	Fitzroy James, Director	Ministry of Finance, Grenada
47	Martin Barriteau - Project Manager and team	ICCAS
48	Dieter Rothenberger –Programme Manager	ICCAS- GIZ
49	Hubert Whyte, Director	Grenada Meteorological Office
50	Terry Walters, Director	Grenada National Disaster Office
51	Samantha Dixon, Deputy Director	Grenada National Disaster Office
52	Terry Charles, Director	Grenada Red Cross
53	Abigail Bennett	Youth IN Focus group - Innovation Challenge participant
54	Elina Sayers Coutain	Youth IN Focus group - Innovation Challenge participant
55	Tamara Prosper, Innovation Challenge Winner	Youth IN Focus group - Innovation Challenge participant
56	Shanelle Rodney	Youth IN Focus group - Innovation Challenge participant
57	Mary Joseph	Youth IN Focus group - Innovation Challenge participant
58	Alva Renaud	Youth IN Focus group - Innovation Challenge participant
59	Kevin Andell	Ministry of Youth - Grenada
		<b>REGION</b>
60	Elijah James (Barbados)	Focus group Think Tank member (YouthIN)
61	Tevin Shepherd (Antigua)	Focus group Think Tank member (YouthIN)
62	Mario Rose (Jamaica)	Focus group Think Tank member (YouthIN)
63	Shireene McMillan (Jamaica)	Focus group Think Tank member (YouthIN)

## Annex 4: Documents reviewed

1. Sub regional Programme Document for Barbados and the Organisation of Eastern Caribbean States (2012 to 2016)
2. UNDP Evaluation Office, "Assessment of Development Results: Evaluation of UNDP Contribution to Countries of the Organisation of Eastern Caribbean States and Barbados", May 2009
3. UNDP SRO, Annual Work Plan 2014
4. Multi-Country Programme Action Plan (MCPAP) between The Governments of Barbados and the Organisation of Eastern Caribbean States (OECS) and UNDP (2012-2016)
5. UNDP SRO (2014): Barbados and OECS: Results Oriented Approach Report (ROAR) 2011, 2102, 2013, 2104
6. United Nations Development Assistance Framework (UNDAF) 2012 to 2016
7. Privat, Christian (2015): UNDAF Mid Term Evaluation Barbados and OECS 2012-2016
8. UNDAF Barbados and OECS 2012-2016 Updated Results Framework
9. United Nations Sub Regional Analysis of the Development Context in Barbados and the OECS (2011)
10. National Development Plans - National priorities from Barbados and SIDS
11. Project Documents, Project AWP's and quarterly and annual reports of the projects
12. UNDP Strategic Plan (2014-2017)
13. UNDP Strategic Plan (2008-2013)
14. UNDP Gender Strategy (2014-2017)
15. UNDP Youth Strategy (2014-2017)
16. Caribbean Policy Development Council (2014). Meeting Report, Siem Reap Cambodia, October 20-21, 2014
17. Summary Outcomes for the World We Want: Dialogues on the Implementation of the Post 2015 Development Agenda: Regional Dialogue on Partnerships with Civil Society June 11, 2014, St Lucia
18. CARICOM Commission on Youth Development (CCYD), (2010): Eye on the Future: Investing in YOUTH NOW for Tomorrow's Community
19. Strengthening SGP UNDP - Programmatic Integration, April 2015
20. OECS (2013): The Treaty of Basseterre
21. UNDP (2011) Mid-Term Evaluation Report- Demonstrating the Development and Implementation of a Sustainable Island Resource Management Mechanism in Antigua and Barbuda
22. Project document- Sustainable Island Resource Management Mechanism (SIRMM)
23. Annual Work Plan- MDG Acceleration in Grenada
24. Annual Work Plan- The MDG Assessment Framework for Barbados
25. UNDP (2011) Outcome Evaluation- A companion guide to the Handbook on Planning Monitoring and Evaluation for Development Results for Programme Units & Evaluators
26. UN Evaluation Norms and Standards
27. UNDP Handbook on Planning, Monitoring and Evaluation for Results



## Annex 1: Projects Approved or implemented between 2012-2014

<b>CLIMATE CHANGE AND DISASTER RISK RESILIENCE</b>		<b>US\$</b>
85959	Federal Ministry for the Environment, Nature Conservation & Nuclear Safety (BMU) Programme on integrated Adaptation Strategies in Grenada UNDP/GIZ	3,259,167
86915	DIPECHO-Community Alert Integrated (DIM EXP DEC 2014)	655,320
87426	Strengthening Capacity in Post Disaster Needs Assessment UNISDR	441,750
87427	Strengthening Public Investment in DRR & Climate Change UNISDR	779,420
87550	Strengthening DRR in St. Vincent & the Grenadines	50,000
88792	Eastern Caribbean Recovery (DIM EXP DEC 2014)	120,000
89776	Caribbean Tsunami Information Center UNESCO	626,400
<b>ENERGY AND ENVIRONMENT</b>		<b>US\$</b>
87071	AUS-SIDS climate Change Negotiations	739,626.87
85597	Conserving Biodiversity & Reducing Habitat Degradation-St Kitts	64,000
85646	Grenada Ridge to Reef IP	100,000
86194	Promoting Access to Clean Energy-St Vincent IP	92,890
87225	Solar Photovoltaic Systems in Public Buildings IP	100,000
87492	Preparation for 2014 SIDS Conference	65,000
90390	Caribbean Energy Efficient Lighting Project	1,070,000
91426	National Biodiversity Planning to Support the implementation of the CBD 2011-2020 Strategic Plan in Antigua and Barbuda	136,000
87221	Green City: Promoting small island integrated urban development in Portsmouth, DMI	100,000
87223	Low Carbon Development Path: Supporting the Sustainability and maintenance of Ecosystem Integrity, health and Function DMI	100,000
<b>SUSTAINABLE HUMAN DEVELOPMENT AND INCLUSIVE GOVERNANCE</b>		<b>US\$</b>
64116	Youth Innovation Caribbean Network for Youth (DIM EXP DEC 2014)	3,576,983
75559	Caribbean Human Development Report Citizen Security	183,344
82501	Engaging Caribbean Youth on Citizen Security (DIM EXP DEC 2014)	175,000
45318	Strengthening Poverty and Social Sector Development in the OECS	100,000
85797	A Future for SIDS: St. Lucia Post 2015	50,000
86185	Strengthening Capacity to Monitor Human Development	50,000
86740	Poverty Reduction& Empowerment for Sustainable Livelihoods-Dominica	50,000
	MDG Acceleration in Grenada-SEED	50,000
	Supporting Multidimensional Poverty Measurement and Strengthening Capacity of Statistical Office-Antigua	23,000
	Supporting Multidimensional Poverty Measurement and Strengthening Capacity of Statistical Office-St. Lucia	46,000
	The MDG Assessment Framework for Barbados	45,000
	Caribbean Human Development Report Citizen Security	500,000
	Regional Strategy on Statistics for the OECS	400,000