

FINAL November 18, 2015

**OUTCOME EVALUATION OF
THE UNDP TRINIDAD AND TOBAGO
COUNTRY PROGRAMME 2012-2015**

Evaluation Report

Prepared by Rosina Wiltshire PhD

November 18th 2015

TABLE OF CONTENTS

| | |
|--|-----|
| LIST OF ACRONYMS AND ABBREVIATIONS | ii |
| EXECUTIVE SUMMARY | iii |
| CHAPTER 1: INTRODUCTION..... | 1 |
| CHAPTER 2: THE DEVELOPMENT CHALLENGES | 5 |
| CHAPTER 3: UNDP RESPONSE AND CHALLENGES | 10 |
| CHAPTER 4: UNDP CO CONTRIBUTION TO RESULTS | 18 |
| CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS | 26 |
| LIST OF REFERENCES | 30 |
| LIST OF INTERVIEWS | 31 |
| ANNEXES | |
| 1. EVALUATION MATRIX | 32 |

LIST OF ACRONYMS AND ABBREVIATIONS

| | |
|----------|--|
| ACS | Association of Caribbean States |
| CARICOM | Caribbean Community |
| CEDAW | Convention on Ending Discrimination Against Women |
| CO | Country Office |
| COP | Congress of the People |
| CPAP | Country Programme Action Plan |
| CPD | Country Programme Document |
| DRR | Disaster Risk Reduction |
| EWP | Early Warning Points |
| GDP | Gross Domestic Product |
| GEF | Global Environment Fund |
| GIS | Geographic Information System |
| HCFC | Hydro-Chloro-Fluoro-Carbons |
| HDI | Human Development Index |
| HIV/AIDS | Human Immunodeficiency Virus/Acquire Immune Deficiency Syndrome |
| HPMP | HydroChloroFluoroCarbon (HCFC) Phase-Out Management Plan |
| IDB | Inter-American Development Bank |
| IUNV | International United Nations Volunteer(s) |
| LNG | Liquid Natural Gas |
| MDGs | Millennium Development Goals |
| NCC | Net-Contributing Country |
| NCDs | Non-communicable Diseases |
| ODPM | Office of Disaster Preparedness Management |
| ODS | Ozone Depleting Substance |
| PNM | People's National Movement |
| PP | People's Partnership |
| PS | Permanent Secretary |
| RC/RR | United Nations Resident Coordinator/UNDP Resident Representative |
| RRM | Risk Reduction Management |
| RRMC | Risk Reduction Management Centre |
| SDGs | Sustainable Development Goals |
| SGP | Small Grants Programme |
| SOP | Standard Operating Procedures |
| THA | Tobago House of Assembly |
| USAID | United States Agency for International Development |
| UN | United Nations |
| UNC | United National Congress |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UN Women | United Nations Entity for Gender Equality and the Empowerment of Women |

EXECUTIVE SUMMARY

Evaluation mandate

Trinidad and Tobago, a twin island Caribbean state achieved independence in 1962. Its economy is mainly based on oil and natural gas. UNDP established an office in 1961 and the office was designated a Net Contributing Country (NCC) in 2008. The mandate of the evaluation is to assess progress towards the UNDP Country Office for Trinidad and Tobago outcome areas and the extent to which the Country Office has contributed to its stated outcomes through project and non-project activities as outlined in the Country Programme Document (CPD) for Trinidad and Tobago 2012 to 2015. On the basis of the assessment and taking into account the new UNDP Strategic Plan for 2014 to 2017, the evaluation is mandated to make recommendations as to how UNDP Trinidad and Tobago could improve the prospects of achieving the stated CPD outcomes through adjusting its programming, partnership arrangements, resource mobilization strategies, working methods and management structures, and strengthen alignment with the new UNDP Strategic Plan.

The evaluation sought to determine whether the outcomes and outputs identified in the CPD and outlined below were achieved or what progress was made towards their achievement.

The evaluation reviewed performance in the CPD defined priority areas of Poverty and Social Policy, Governance, Energy and the Environment, Disaster Risk Reduction and Citizen Security and assesses how these combined actions have contributed to change.

Specifically, the evaluation is mandated to:

- Review the status of the outcomes and the key factors that affect (both positive and negative) the outcomes;
- Review and assess the Programme' partnership with government, civil society, other international organisations and private sector and make recommendations on how these partnerships can be strengthened;
- Take into account the 2014 to 2017 UNDP Strategic Plan, UNDP Gender Strategy and UNDP Youth Strategy and other relevant corporate policy documents and provide recommendations for the future direction of the Country Programme. This is designed to enable the Country Office to align its work and effectively contribute to the achievement of the stated outcomes in these strategy documents;
- Identify proposals for synergies with other practice areas as a way of implementing an issues-based approach to our development work; and
- Based on the criteria of relevance, effectiveness, efficiency and sustainability the evaluation is mandated to provide input into developing the Theories of Change required to achieve the stated outcomes for the new programme cycle.

Methodology

The analysis sought to determine the UNDP Country Office contribution to outcomes. Data collection methods consisted of desk reviews of related documentation combined with in depth interviews with UNDP staff, government and donor counterparts, civil society partners, UN system partners and beneficiaries. Triangulation was used to verify findings across desk research, UNDP staff interviews and partner and stakeholder interviews. A gender analysis was mainstreamed in the assessment.

A scoping exercise involving consultations with the Country Office and review of documentation and context informed preparation of the Inception Report and the way forward.

The evaluation relied on qualitative analysis given the small numbers of data sources involved. It was recognized that the recent change in government and movement of personnel directly associated with the programmes and activities presented a potential limited risk. A related risk anticipated was that the new government priorities in settling into office might not assign priority to the UNDP evaluation, which could delay the progress of the evaluation.

Key Findings

The UNDP Country Office under Net Contributing Country Status (NCC) requires government financial support of the office and programme. A change of government took place in 2010 spanning the period of the CPD and another government change took place following national elections in September 2015. Interviews with present government officials as well as former ministers of government were conducted.

NCC country offices are in the position of an unequal player in relation to government and other donors. With no resources to bring to the negotiating table including staff whose salaries are paid for by government except for the RC/RR, the UNDP is called upon to advocate issues which may not be popular such as human rights, poverty eradication, good governance and gender mainstreaming. The UNDP is required to prove itself with every new government since the question is often asked, “Why UNDP and what is the value added?” Ongoing consultation and partnership building which build trust and facilitate effective collaboration are core elements of successful UNDP programming and essential for success in MICs. These processes are often slow and require significant investment of time as well as a keen understanding of the culture. Without this initial investment however, products such as the CPD, while they many fulfill corporate requirements and deadlines, tend to be without the buy-in of the partners whom they seek to support.

The CPD 2012-2015 was in large measure developed without prior consultation with government partners and without full involvement of programme staff. The draft was shared with Ministers of government, who had come into office in 2010, requesting their input. While in alignment with government priorities, the CPD yielded limited input and buy in. A consultation with government partners was held on the Country Programme Action Plan (CPAP), which was designed to get government agreement on specific projects and programmes based on the CPD priorities. The

CPAP was never approved by the government. This coincided with the UN system decision in 2011 to develop a joint programme focused on Data Strengthening and Poverty rather than an UNDAF. There were also changes in UNDP senior level leadership in Trinidad and Tobago with both the RC/RR and Deputy Resident Representative reassigned in 2012. The Human Development Atlas which was developed by the CO in collaboration with the Ministry of Planning during this period provides a useful product for national mapping of poverty and policy responses.

It was noted that in spite of the fact that gender inequalities represent an important dimension of poverty, inequality and human security, gender was not a core feature of the CPD.

The new Country Office leadership which assumed office in 2013 led the development of a UN Development Assistance Framework (UNDAF) in collaboration with the Ministry of Planning. This provided the framework support to UN assistance and strengthened government partnership. The UNDAF was approved by the cabinet with a designated monetary allocation. The appointment of a local Assistant Resident Representative who knew the country and had credibility with key national partners, as well as capable, dedicated programme and operational staff further supported the achievement of significant outcomes.

The CPD, while aligned with Government Priorities as well as UNDP corporate priorities therefore got off to a slow start. However the CO has contributed to positive change in all outcome areas. The support for enhanced Governance has achieved critical relevant outcomes, which have raised the profile of the CO at the highest levels. These achievements have the potential to impact positive change across the key outcome areas because of their strategic nature. Support to significant policy dialogues has also raised the profile of the CO.

The CO has also contributed to building capacity for Poverty Eradication and Social Justice (Pillar 2), specifically through the Atlas; the Arima Poverty Profile with the spatial distribution mapping, integrating GIS for social sector distribution of services to clients and technical support to the Survey of Living Conditions and the Health project. Capacity building for support to Environmental management Issues (Pillar 5) have been enhanced through GEF funded environmental management projects, which have high level policy focus. These have been reinforced by strategic partnerships in Capacity Building for Disaster Risk Management Strengthening of Early Warning Systems and Public Education and critical facilities mapping within communities with use of GIS; Strategic partnerships with USAID has also enabled the CO to contribute to Human Security (National and Personal Security (Pillar 3)

Gender mainstreaming is weak across the programme areas and while GIS is increasingly being integrated, the use of ICT towards a knowledge intensive economy can be further integrated and strengthened.

The inter-ministerial committee chaired by the PS Ministry of National Security focused on the Disaster Risk Reduction Project was a successful model of partnership with government which

ensured buy-in, appreciation of the UNDP strengths and value added as well as provided advocates for timely and adequate resource flows to the programme activities.

The evaluation concludes that there is relevance and a good foundation for sustainability, while effectiveness and efficiency can be strengthened.

General Recommendations

All UNDP offices including NCC designated offices like Trinidad and Tobago should be allocated seed programme resources.

The new programme cycle should build on the lessons learned and engage government and civil society partners early in the planning process.

There should be strong advocacy for speedy implementation of the Inter-ministerial Steering Committee to manage the programme, chaired by the Ministry of Planning. This will strengthen buy-in, coherence and effective implementation. It should serve as a forum for quarterly briefing and monitoring of the programme.

Recommendations for Country Programme

While the following key recommendations of the Peer Review Report for sustainability of Citizen Security Report related to that specific programme, some of the central messages are more generally relevant. These are the need to get cross-ministerial buy-in for the core programmes, support to the transformation of gender relations; strengthening communitarian approaches targeting vulnerable young populations that focus on youth leadership; and investing in more effective mass communication and awareness raising campaigns

It is further recommended that the CO:

- Country Programme planning for the next cycle should start early with full participation of staff and partners.
- Build CO capacity in gender mainstreaming and support similar capacity building of government and civil society partners in collaboration with UN Women.
- Build on good practice in partnering with marginalized groups including persons with disabilities. The full integration of civil society and community engagement in the Poverty Reduction and Disaster Risk Reduction pilots is an important component of sustainability and enhanced impact and should be mainstreamed across programme activities.
- Strengthen its communication and Advocacy outreach, promoting UNDP value added and successes.
- Enhance use of ICT in outreach and knowledge building, building citizen participation and engagement.
- Strengthen outreach to the Tobago House of Assembly.

The programme priorities remain relevant and are in keeping with the priorities of the Sustainable Development Agenda, corporate and national priorities. It is important that the CO build on the policy and programmatic successes of the CPD 2012-2015 cycle and scaling up, building on effective outcomes and not spread itself too thin. Specifically:

1. Good Governance

- Implementation of the Parliament programme, already mentioned in the recent budget debates, is a priority. Continuation of the support to transparent procurement processes remains an important dimension of strengthening good governance.

2. National and Personal Security

- The Citizen Security programme in collaboration with USAID should be upscaled integrating the core recommendations of the Peer Review Report.

3. Environmental Sustainability including the GEF supported programmes

- The Disaster Risk Reduction pilot project, which represents a successful model for strengthening community and local government capacity to enhance mitigation and response at the community level, nationally remains important.

4. Poverty Eradication and Social Justice

- Build on poverty mapping and use of GIS for the social sector distribution of services and clients. Give greater focus to gender inequality, and women's poverty.
- Support to Policy Dialogue on key national and regional issues.

The review concludes that UNDP Trinidad and Tobago CO stands poised to function at a new level of effectiveness and related resource flows. The CO with the support of UNDP Headquarters and the Regional Office has the capacity based on these recommendations to capitalize on the gains realized through the outcomes of the CPD, and firmly to establish itself as a valued partner of the Trinidad and Tobago Government, civil society and donor partners with the enhanced involvement of the private sector. This will provide the base for greater sustainability of outcomes and positive change, which will have a demonstrable impact on alignment with UNDP corporate goals and the well being of the people of the twin island state.

CHAPTER 1: INTRODUCTION

Trinidad and Tobago, a twin island republic, changed governments in September 2015 with the People's National Movement (PNM) assuming office following a peaceful general election. The country achieved independence in 1962 and is a functioning democracy with two major parties. The political system is modeled on the British parliamentary system with separate Executive, Legislature and Judiciary branches. Tobago is administered separately by the Tobago House of Assembly subject to the direction and control of the government of Trinidad and Tobago.

Established in 1961, the UNDP Trinidad and Tobago Office was designated a Net Contributing Country (NCC) in January 2008, with the government agreeing to fund the operational costs of the CO. However, building an effective partnership with government and civil society to support a programme that fully utilizes the UNDP strengths has continued to represent a challenge. Two large capacity building projects in health represented the core of the programme support from 2004-2008. The 2008-2011 Country programme, which preceded the one under review, focused on decentralization of local government; improved social and economic indicators for policy and programme and improved capacity and service delivery. Full engagement with the government remained low, linked to the fact that for the first two years from 2008-2010 when general elections were held, the leadership of the ruling political party was preoccupied with internal leadership struggles, and following the change of government with elections in 2010, the new coalition government elected was finding its feet. Country Office challenges to team work and low morale seemed during this period to reflect the external situation.

The UNDP Trinidad and Tobago Country Programme 2012 to 2015 was developed within this context. The CPD identified a focus on addressing the persistent inequality, structural challenges and inherent vulnerabilities of Trinidad and Tobago in a coherent and integrated way. The Country Programme Document (CPD) 2012 to 2015 was approved by the UNDP Executive Board.

The objective of the evaluation is to assess progress towards the UNDP Country Office for Trinidad and Tobago outcome areas and the extent to which the Country Office has contributed to its stated outcomes through project and non-project activities as outlined in the Country Programme Document (CPD) for Trinidad and Tobago 2012 to 2015. On the basis of the assessment and taking into account the new UNDP Strategic Plan for 2014 to 2017, the evaluation is mandated to make recommendations as to how UNDP Trinidad and Tobago could improve the prospects of achieving the stated CPD outcomes through adjusting its programming, partnership arrangements, resource mobilization strategies, working methods and management structures, and strengthen alignment with the new Strategic Plan.

A. Focus of the Evaluation

The UNDP Trinidad Country Programme Document for the period 2012 to 2015 focuses on four (4) national priorities or goals closely linked to four (4) of the seven (7) pillars of the government's policy manifesto "Prosperity for All" and the Millennium Development Goals (MDGs), namely, Poverty and Social Justice, National and Personal Security, More Diverse Knowledge Intensive Economy and Good Governance.

The key programme related outcomes are outlined below.

Poverty Eradication and Social Justice

Outcome: The country would have made progress in the formulation and application of targeted policies to reduce poverty

The Country Office sought: 1) To play a key leadership role in the implementation of the joint UN programmes on poverty alleviation (MDG 1) and social statistics to reduce poverty levels; 2) To contribute to the development of a national poverty reduction strategy; 3) To work with its government counterparts to develop policy; and 4) strengthen the private sector's role in Corporate Social Responsibility to address the issues of poverty and the environment.

National and Personal Security

Outcome: Improved human security through implementation of evidence based policies, strategies and practical initiatives

The UNDP Trinidad and Tobago Office sought: 1) To assist in the development of the Caribbean Human Development Report on Citizen Security which was launched in Trinidad; and 2) To establish a Juvenile Court Project in support of the government's priority to focus on addressing socio-environmental factors that contribute to the escalation of crime and violence in the country.

Knowledge Intensive Economy including Environmental Issues

Outcome: Increased environmental sustainability to achieve sustainable development through environmental management, compliance with international treaties, adaptation to climate change, and improvement in capacity for policy and strategy development

In response to the challenge posed by the environmental standards set in MDG 7, the UNDP Country Office sought: 1) To support the government in reducing the country's environmental vulnerabilities through the implementation of projects that seek to reduce carbon emissions and the phasing out of ozone depleting substance (ODS); and 2) To assist in the development of policy frameworks for sustainable land management and renewable energy alternatives.

Good Governance

Outcome: Mechanisms are enhanced for government institutions and processes to improve responsiveness and accountability to the general population through effective participation and dialogue involving all sectors of society

The UNDP Country Office sought through Strengthening of the Parliament of Trinidad and Tobago project: 1) To build capacity of public institutions and increase their accountability; 2) Foster an enabling environment for trust-building, consensual decision-making and budgetary prioritization beyond the electoral process; and 3) Increase public confidence.

The purpose of the evaluation is to determine whether the outcomes and outputs identified in the CPD and outlined below have been achieved or what progress was made towards their achievement. This outcome evaluation is designed to be forward looking, by identifying the changes needed to achieve the stated outcomes in the CPD and how these interventions align to the new UNDP Strategic Plan for 2014 to 2017.

B. Scope of the Evaluation

The evaluation reviewed performance in the CPD defined priority areas of Poverty and Social Policy, Governance, Energy and the Environment, Disaster Risk Reduction and Citizen Security and assessed how these combined actions have contributed to change.

Specifically, the evaluation:

- Reviewed the status of the outcomes and the key factors that affect (both positive and negative) to the outcomes;
- Reviewed and assessed the Programmes' partnership with government, civil society, other international organisations and private society and make recommendations on how these partnerships can be strengthened;
- Took into account the 2014 to 2017 UNDP Strategic Plan, UNDP Gender Strategy and UNDP Youth Strategy and other relevant corporate policy documents and provide recommendations for the future direction of the Country Programme. This was designed to enable the Country Office to align its work and effectively contribute to the achievement of the stated outcomes in these strategy documents;
- Identifies proposals for synergies with other practice areas as a way of implementing an issues-based approach to our development work; and
- Provides input into developing the Theories of Change required to achieve the stated outcomes for the new programme cycle.

C. Methodology

Key Evaluation Criteria and Questions

The analysis sought to determine the UNDP Country office contribution to outcomes. A scoping exercise involving consultations with the Country Office and review of documentation and context informed the process.

Data collection methods were based on desk reviews of related documentation combined with in depth interviews with UNDP staff, government and donor counterparts, civil society partners, UN system partners and beneficiaries. Triangulation was used to verify findings across desk research, UNDP staff interviews and partner and stakeholder interviews. A gender analysis was mainstreamed in the assessment.

The evaluation relied on qualitative analysis given the small numbers of data sources involved. There was in excellent cooperation from government counterparts and partners.

The evaluation matrix attached (Annex 1) provided framework criteria and detailed questions that guided the interview protocol and analysis. A list of interviewees is also attached.

CHAPTER 2: THE DEVELOPMENT CONTEXT

The SDG Goals of Poverty Eradication, Sustainable Environmental Management and Disaster Risk Reduction and Mitigation, Gender Equality and Women’s Empowerment, Good Governance and Human Security present key challenges for Trinidad and Tobago. They build on the MDGs which were in place at the time of the formulation of the CPD under review.

Social Context

Trinidad and Tobago a small island developing twin state Trinidad and Tobago is extremely vulnerable to the impacts of climate change, rising sea levels and natural hazards. The estimated population in 2011 was 1,324,699. Women and men comprise almost equal numbers of the population, 50.17% men and 49.83% women, 27.9% of whom are estimated to be below 15 years of age and 8% are estimated to be 65 years and over¹. According to the UNDP Human Development Report 2013, Trinidad and Tobago’s annual population growth rate stands at 0.3%.

Life expectancy at birth is high and was recorded as 70.3 years. The total Fertility Rate was 1.6 (births per woman) (UNDP, HDR 2013). Non communicable diseases including cancer and diabetes represent the greatest causes of death. Significant strides have been made in controlling the HIV/AIDS epidemic and mother to child transmission. However, HIV/AIDS remains a significant challenge. While there are generally free basic health services, access remains limited in rural areas.

The population of is diverse with people of African and East Indian origin making up the majority. According to the Trinidad and Tobago 2011 Population and Housing Census Demographic Report, East Indians accounted for 35.4% of the total population while Africans accounted for 34.2%. In the 2000 census, the respective percentages were 40% and 37.5%. The difference between the groups narrowed from 2.5% in 2000 to 1.2% in 2011. The next largest group was described as ‘Mixed’ representing 22.8% of the population and disaggregated into the ‘African/East Indian’ 7.7% and ‘Mixed/Other’ 15.1%. This group increased from 20.5% in 2000. All other ethnic groups comprised 1.4% although there was a relatively large ‘not stated’ category (6.2%). Trinidad and Tobago also has a rich religious composition. The largest religious groups include Roman Catholic 21.6%, Hindu 18.2%, Pentecostal/Evangelical/ Full Gospel 12%, Spiritual Shouter Baptist 5.7% and Islam 5%.

In 2010, Trinidad and Tobago ranked 59th on the 2010 Human Development Index (HDI). In 2013, Trinidad and Tobago fell to 64th on the HDI. Ten percent (10%) of the country’s national budget (over US\$1 billion) for the fiscal year 2014/2015 was allocated to the Ministry of National Security for crime response and prevention initiatives.

The people live in relative harmony, but there have been some underlying social and political tensions which have generally been effectively managed.

The education system including the pedagogy remains largely unchanged since the colonial period in spite of several educational reviews. The system serves in large measure less than 25 percent of the population who graduate from secondary school with the requisite number of 5 passes to be accepted for a job in the public service and to proceed to university. The majority leave school with less than two passes, significantly limiting their chances of employment. The system is heavily biased towards cognitive intelligence and passing exams and has failed to balance this emphasis with equal attention to emotional intelligence, which strengthens creativity, self discipline and innovation.

Economic Context

Trinidad and Tobago enjoys one of the highest per capita incomes in Latin America and the Caribbean with oil and natural gas the major economic drivers. In Tobago the economic activity is largely based on tourism. The energy sector accounts for more than forty percent (40%) of the Gross Domestic Product (GDP), approximately ninety percent (90%) of exports and more than fifty (50%) of government revenues. Given the volatility of oil and gas prices the renewable energy sector has gained increased interest among the national leadership.

In 2012, growth in the country's economy stood at approximately 1.5% and grew by 1.7% in 2013. In early 2014, the Central Bank of Trinidad and Tobago projected a 2.5% growth rate for the Trinidad and Tobago economy. However, as a result of the poor performance of the energy sector, declining energy prices and the reduction in natural gas and LNG production, the economy grew by a modest 0.5% in 2014. As the impact of depressed energy prices continues to be felt globally it is expected that reduction of revenue from this most important sector might result in a reduction of funding for the Government's development initiatives.

According to Central Bank data centre statistics, the unemployment rate decreased from 10.5% in 2003 to 4.9% in 2012. There was a reported slight increase in the unemployment rate from 5.3% to 5.9% in 2009-2010 during the period of the global economic crisis. However, in 2011, the rate continued on its downward trend as the economy recovered. In 2013, the Central Bank recorded the lowest unemployment rate in the history of Trinidad and Tobago. The rate fell from 4.7% at the end of 2012 to 3.7% at the start of 2013. Youth unemployment remains double the general unemployment rate.

Even in the context of growth, income inequality has been increasing, and the levels of prosperity and stability have been further threatened by falling global oil prices and the global economic crisis.

Governance

The importance of strengthening governance has been high on the national agenda. Government, national budgets and financial oversight responsibilities have grown significantly since independence, but many of the laws and organizational frameworks have not been updated.

Race, class, religion and ethnicity have been underlying issues informing the political landscape. Africans have tended to be urban based and linked to the industrial centres, while Indians have tended to more agricultural rural based. Both major parties emerged from trade union bases with the Peoples National Movement (PNM) associated with industrial workers and the UNC United National Congress (UNC) which represents the dominant party within the Peoples Party (PP) coalition emerging from the sugar workers union. The PNM was also associated with an urban largely African, Christian and Muslim Indian, middle class support base, while the UNC tended to be more Hindu rural based.

The PNM ruled for the first 20 years of independence, followed by electoral swings between the PNM and UNC. The 2010 election saw an alliance of the United National Congress (UNC) and Congress of the People (COP) uniting to contest the national election with the first female head of a political party at the helm of the Peoples Partnership (PP) coalition. Gender became an additional dimension of the 2010 electoral campaign in which the PP contested against the sitting PNM and won.

The People's Partnership (PP) coalition therefore held office for the period under review. The PP administration discontinued the previous national development strategy "Vision 2020" developed during the PNM regime. The PP government's vision was adopted from its manifesto of "Prosperity for All" which outlined seven interconnected pillars as the basis for their development strategy: 1) People-centred Development; 2) Poverty Eradication and Social Justice; 3) National and Personal Security; 4) Information and Communication Technologies; 5) a more Diversified, Knowledge Intensive Economy; 6) Good Governance; and 7) Foreign Policy.

Governance challenges have exacerbated these trends. One of the most prominent figures in the PP, the then Minister of National Security was charged with corruption in the US and his extradition requested. He resigned from the UNC and formed an independent party. The Prime Minister also removed several of the Ministers, including the Attorney General for scandals involving corruption.

Civil society engagement has been low and civil society organizations and community groups have been largely marginalized.

Citizen Insecurity

Trinidad and Tobago has one of the second highest levels of homicide in the English speaking Caribbean after Jamaica. Approximate twenty to twenty five percent of homicides are the result of intimate partner violence. Youth who witness violence in the home are more likely to be perpetrators of violence. High levels of youth unemployment further fuel the conditions for crime. There is a high level of insecurity among the population with insecurity beginning in the home. Drugs and the island's proximity to Latin America and the drug trade route are a key element in the spiraling levels of violence. Trinidad was once a part of the South American land mass and Venezuela can be seen with the naked eye. Small boats have traditionally plied the route from Venezuela to Trinidad with limited regulation.

Crime and violence imposes heavy security costs and threatens the development gains, diverting resources away from core priorities, threaten stability and retard development in the economic, social and political spheres (UNDP Caribbean HDR 2012)

Gender

Gender inequality is a significant challenge. In spite of high income levels nationally and higher female levels of education, women make up the majority of the unemployed and poorest. Men require less education to get similar level jobs and gender based violence is a major problem. The Draft Gender Policy which was brought forward after extensive public discussion and only needed cabinet approval during the 2010 -2015 People's Partnership (PP) period was never approved. Youth unemployment is also at unacceptable levels and there are related high levels of youth crime particularly among young urban males.

While Trinidad and Tobago saw the election of its first female Prime Minister, gender inequality is reflected across the political, economic and social spheres. Women made progress in the political sphere with 29% of political decision-makers. However, they have tended not to be able to break through to the 30% critical mass endorsed in the Beijing Platform for Action and reinforced by the call for temporary special measures in the Convention on the Elimination of Discrimination against Women (CEDAW). Significant progress has also been made in the educational sphere and women make up the majority of secondary school and tertiary graduates. The tertiary graduates make up a small minority of the overall population and tend to obscure the reality of the majority of women who remain the majority of the poorest and unemployed. Women have to have higher qualifications to compete successfully for the same job as males who also tend to earn more for the same job.

Gender based violence is also at unacceptable levels and while Trinidad and Tobago early adopted legislation against domestic abuse, there is a major implementation deficit. Sexual abuse levels are high with related high levels of teenage pregnancy and single headed female households contributing to a cycle of poverty. Young boys coming from those households tend to contribute to the high rate of male drop outs from secondary school, the criminal population and the young male prison population.

It is significant that the gender policy which was widely debated at the national level and which only required cabinet approval failed to be passed in the period 2010-2015.

Environment

Trinidad has become a major oil and natural gas producing country with a strong agricultural base. The country ranks among the top ten countries in carbon emissions per capita. There has also traditionally been a high level of pesticide use in agriculture.

As a small island developing twin state, Climate Change and Disaster Risk Reduction are significant issues which threaten the national well being with high levels of vulnerability to the impacts of climate change, rising sea levels and natural hazards including earthquakes and hurricanes.

One of the challenges facing the policy makers is the poor quality of data. This is a cross cutting area affecting policy responses in every domain.

CHAPTER 3: UNDP RESPONSE AND CHALLENGES

While generally in alignment with government priorities, the CPD 2012-2015 was in large measure developed without prior consultation with government partners and without full involvement of programme staff. The country programme outcomes focused on

1) *Poverty Reduction* with the formulation and application of targeted policies to reduce poverty. Indicator: Poverty reduced to 13% or less from a baseline of 16%. This linked to the national Priority of Poverty Reduction and Social Justice identified in the government's People's manifesto. The related UNDP Strategic plan focus was Poverty Reduction.

2) *Improved human security* through implementation of evidence based policies, strategies and practical initiatives. Indicator: improved perception of human security through the development of and implementation of approved policies and plans. This aligned with the Government's peoples manifesto priority of National and Personal Security. The outcome was related to UNDP Strategic Plan goal of Conflict Prevention and Recovery.

3) *Increased Environmental Sustainability* to achieve Sustainable Development, through environmental management, compliance with international treaties, adaptation to climate change and improvement in capacity for policy and strategy development. Indicator: compliance with international treaties, decrease of Co2 emissions per capita and effective implementation of policies for improved SLM and reduction of POPs. This was linked to the Government's People's Manifesto priority of More Diverse Knowledge Economy. The UNDP Strategic Plan focus area was Energy and Environment.

4) *By 2015, mechanisms are enhanced for government institutions and processes to improve responsiveness and accountability to the general population* through effective participation and dialogue involving all sectors of society. The outcome indicator was improved transparency and accountability of government institutions through implementation of clear participatory mechanisms and public dissemination of relevant information demonstrable effective participation and contribution of various stakeholders in developing policies and legislation. This linked to the Government's People's Manifesto goal of Good Governance. The link to UNDP strategic plan was the focus area of Democratic governance.

The draft was shared with Ministers of government requesting their input, which yielded in large measure pro forma editorial responses after reminders from the CO. A consultation with government partners took place in 2011 around the Country Programme Action Plan (CPAP) which was designed to get government agreement on specific projects and programmes based on the CPD priorities. The CPAP was never approved. This coincided with the UN system decision in 2011 to develop a joint programme focused on Data Strengthening and Poverty rather than an UNDAF. There were also changes in UNDP senior level leadership in Trinidad and Tobago with both the RC/RR and Deputy Resident Representative reassigned in 2012. The Human

Development Atlas, which was developed by the CO in collaboration with the Ministry of Planning during this period provides a useful product for national mapping of poverty and policy responses.

The new Country Office leadership which assumed office in 2013 led the development of a UN Development Assistance Framework (UNDAF) in collaboration with the Ministry of Planning. This process provided the framework support to UN assistance and strengthened government partnership. The UNDAF was approved by the cabinet with a designated monetary allocation. The appointment of a local Assistant Resident Representative who knew the country and had credibility with key national partners as well as capable, dedicated programme and operational staff further supported the achievement of significant outcomes.

These combined factors delayed timely and effective implementation of the CPD in spite of its alignment with national and corporate priorities. The CPD framework enabled the Country Office to be responsive to key government requests which were in accordance with the general priority outcome areas.

The specific activities and expected outcomes of the core projects actually undertaken to support government and national priorities are the following:

1. Good Governance: Strengthening Parliament of Trinidad and Tobago

In collaboration with the Parliament of Trinidad and Tobago, with strong support from the Minister of Planning, this project sought to provide support to the development and implementation of a new Comprehensive Strategic Development Plan for the Parliament. The following initiatives were undertaken aimed at strengthening the legislative functioning of Parliament, as well as enhance its outreach and communication strategies.

- Formulation of a Comprehensive Strategic Development plan for Parliament and support for its implementation.
- Strengthening of the legislative functioning of Parliament.
- Bolster the outreach and communication of Parliament.
- Support to the functional administrative and financial autonomy of parliament.

Expected Outcomes

- Strengthening of responsive Governance structures and practices.
- Creation of an enabling environment for sustainable development.

2. Public Procurement Management Reform and Capacity Development

UNDP's programmatic assistance was requested by Government to support the effective implementation of a Public Procurement Reform agenda to improve transparency and accountability of government institutions and the effective participation and contribution of various stakeholders in

developing policies and legislation. (Country Programme Outcome #4). This was undertaken in 2014 in collaboration with the Ministry of Planning under UNDP's Engagement facility, which allows UNDP COs to provide speedy advisory services and support to the government.

Expected Outcomes

- Strengthened procurement authorities and internal controls including compliance monitoring for all procuring entities;
- Provision of support for the development of effective and efficient organisational arrangements for procurement management in Ministries and similar procuring units;
- Procurement management capacity and knowledge of the new procurement legislation strengthened;
- Guidelines, model handbooks and special guidelines consistent with the internal control framework, best practice and legislative requirements drafted;
- Effective functional capacity for the Office of Procurement Regulation with special emphasis on the Audit and Investigations function;
- Provision of technical support for the drafting of regulations addressing bid challenge, supplier ineligibility and enforcement for the Office of Procurement Regulation;
- Enhanced Awareness of the implications of the Public Procurement practice and of the new legislation promoted in all procuring entities; and
- Customised Public Procurement certification training to strengthen procurement capability.

3. **The Poverty Reduction** programme support included two project areas:

3.1 Reducing Poverty through Strengthening Primary Health Care

The health sector in Trinidad and Tobago, while probably the best-equipped in the English speaking Caribbean, suffers from limited opening hours in primary healthcare facilities, particularly in rural health centres. The current dearth of healthcare professionals in Trinidad and Tobago healthcare facilities is a result of migration to foreign healthcare markets and drift away from the public sector healthcare system to more profitable private practices.

This project was designed to assist the Government in enhancing the delivery of healthcare service in primary healthcare facilities through the provision of International United Nations Volunteers (IUNV) medical professionals throughout Trinidad and Tobago.

The provision of trained medical staff recruited through the IUNV Programme the project was designed to assist the Ministry of Health in achieving its objectives to increase the opening hours of the health centres throughout the country, thereby improving the level of service delivery to the rural communities. This is consistent with the government's medium-term health care goals as laid

out in its Medium-Term Policy Framework (MTPF) and is consistent with Government's priority of increasing access of the poor and marginalized to essential social services.

Expected Outcomes

- Recruitment and placement of twenty-nine (29) IUNV doctors, (1) IUNV medical officer
- Delivery of efficient and effective healthcare
- Increased access to healthcare service of citizens
- Technical support for the containment of the spread of HIV/AIDS and other Non-Communicable Diseases (NCDs)
- Reduction of labour shortages within the primary health care facilities.

The second project under this Poverty focus area is the Arima Poverty Profile Pilot

3.2 Arima Poverty Profile Pilot

The objective of the project was to provide a poverty profile at the regional and community level that would inform policies and assist with the efficient allocation of resources to adequately meet the needs of the poor. A second objective was to examine the methodology for measuring poverty in Trinidad and Tobago and include important missing dimensions of poverty.

Expected Outcomes

- A clear physical delimitation of the region within which their attendant population demographics and socio-economic characteristics are distinguished.
- A comprehensive inventory of physical infrastructure including: existing land acreages.
- GIS mapping of the region indicating the number & size of communities (by population) which will be related to the physical and social infrastructure.
- An aggregated poverty index for the region which would yield:
 - Recommendations relating to priority setting in decision making about the type and nature of programmes needed to alleviate poverty and eradicate the condition where extreme states of poverty exist
 - A foundation for the development of instruments for monitoring and tracking changes in the poverty situation over time
 - A basis for evaluating the effectiveness of anti-poverty programmes targeting specific individuals and groups

4 Strengthening Human Security focused on a Juvenile Court Project (JCP) for Trinidad and Tobago

This project was funded by the United States Agency for International Development (USAID) and

executed by The Judiciary of Trinidad and Tobago with technical support from United Nations Development Programme (UNDP)

Within recent years, the number of youth becoming perpetrators or victims of violent crimes has increased. The local justice system and the traditional punitive approach seem to have failed to deter the young people from a life of crime. While important strides have been made toward the modernisation of the juvenile justice system in Trinidad and Tobago with the passage of the Children Act 2012, the Children's Authority Act and the Children's Community Residences, Foster Care and Nurseries Act, more was perceived to be needed to give full effect to this package of Children's legislation. The project sought to strengthen the capacity of the Judiciary of Trinidad and Tobago to deal with juvenile matters using a rehabilitative and less retributive approach. The Strategy was to

- Develop a Juvenile Court that supports the implementation of the provisions of the Children Act 2012
- Establish a pilot Youth Court which conducts sittings in Trinidad and Tobago
- Execute a Public Education and Sensitisation programme that improves awareness of and interest in juvenile reform initiatives.

Expected Outcomes

- Establishment of two fully operational Juvenile Courts that meet the standards for handling juvenile cases
- Judicial officers, attorneys, judges, social workers and court staff who are knowledgeable and more empowered in the handling of juvenile cases so that it leads to efficient and effective case flow management
- The skills training of judicial officers in the handling of matters in which children are accused as perpetrators of crime and where children are witnesses, victims or are otherwise at risk.
- Increase in the number and quality of preventative and diversionary programmes available to the Court and related reduction in the rate of repeat offending.
- Diversionary programmes that meet global standards and associated staff who are better equipped to handle juveniles who have committed a range of offences.
- Information systems established which provide quality data to support the Judiciary in decision-making for and in the juvenile court.
- Enhanced capacity of the non-judiciary environment such as NGOs, the Children's Authority and state agencies to support the work of the Judiciary in Juvenile Justice.
- Establishment of Youth Courts based on principles of restorative justice and development of a cadre of youth leaders.

- Heightened awareness of the stakeholder about the law and operations of the Juvenile and Youth courts.
- Youth Outreach targeted at the student population to educate on the judicial system and generate interest in the Youth Court.
- Increased national discourse on the matter of juvenile justice and associated topics.

UNDP supported a Peer Review of the Citizens Security Project.

5 In support of **Enhancing Sustainable Development and Environmental Management** the office supported the following projects which were evaluated:

5.1 CO2 Protocol

The approach focused on three main outputs to achieve the objectives:

- Strengthen the institutional capacity for the development of CO2 reduction strategy
- Strategic and policy framework for CO2 reduction elaborated
- Development of Implementation Framework

Expected Outcomes

- *Carbon reduction policy and strategy (CRS)*
 - plans for key sectors were estimated including a cost benefit analysis
 - projected CO2 emissions arising out of sectoral development plans estimated
 - Identification of intervention options
 - Construction of sectoral Business As Usual (BAU) trajectory based on the above
 - Socio-economic cost benefit analysis based on more detailed BAU trajectories developed
 - Construction of low carbon trajectory for each sector based on intervention options selected
 - Policy framework elaborated and finalised through stakeholder consultations
- *Implementation Framework for CRS:*
 - Assessment of capacity for implementation based on existing framework
 - Elaboration of implementation strategy into implementation framework
 - Identification of activities to achieve strategy
 - Delineation of activities into stand-alone sectoral projects or integrated into existing programmes where feasible with appropriate recommendations
- *Institutional capacity for the development of CRS:*
 - Determination of subject matter and training structure

- Development of training modules and materials
- Execution of training sessions with key stakeholders

5.2 HydroChloroFloroCarbon (HCFC) Phase-Out Management Plan (HPMP)

This project was funded by the Montreal Protocol.

Expected Outcomes

- Increased national ability to achieve sustainable development through environmental management, compliance with international treaties, adaptation to climate change, and improvement in capacity for policy and strategy development.
- Compliance with international treaties and decrease of ODS
- HCFC phase-out strategy established
- Polyurethane (PU) foam enterprises converted to low-GWP, non-ODS alternatives

5.3 Disaster Risk Reduction, Adaptation, Mitigation and Response Mayaro Pilot

Risk information is recognized as a key factor in reducing disaster risk and promoting a culture of resilience. With the goal of strengthening local level and community capacity - Mayaro Rio Claro Regional Corporation was selected for the pilot. The primary problem in the pilot area was weak local level capacity to capture and utilize risk information to inform decision to make a positive impact on people's lives. Specific gaps were identified, including the lack of community based early warning systems to capture and transfer critical risk information, and limited access to and use of technology such as GIS, to support better risk data management.

Activities included adaptation and introduction of two specific components of the RRM model, GIS and Early Warning, for their potential to improve overall availability and quality of risk information. Over the course of 2013, the local disaster management unit was upgraded to serve as the local RRM and 2 pilot early warning points were established in high risk communities of Biche and Radix, Mayaro. To support this newly formed network and build in the needed capacity, a program of training, knowledge exchange, equipment acquisition and physical site improvements was embarked upon. This was followed by testing of the system in February 2014, to highlight any adjustments that needed to be made. The following is a summary of the key activities:

- Training in Geographic Information Systems (GIS) for DRR
- Training in Community-based Early Warning
- Equipping and Outfitting of RRM and pilot EWPs
- Knowledge Exchange Experiences:
 - Sharing 4-Day Cuban Technical Assistance Mission

- Development of supporting Knowledge products
- Testing and Assessment

In the context of early challenges experienced with the absence of approval the CPAP, these anticipated outcomes appeared ambitious. The Carbon emissions project activity, funded by the Global Environmental Fund (GEF) had been initiated before the development of the CPD. However there were clear links to the CPD priority areas and related outcomes and goals were anticipated with the time frame evaluated.

The achievements outlined below indicate that the CO was able to make remarkable progress in strengthening government partnerships and building UNDP credibility.

CHAPTER 4: UNDP CO CONTRIBUTION TO RESULTS

Key Achievements

In spite of the challenges the UNDP Trinidad and Tobago CO has contributed to positive change across the key outcome areas. Government partners revealed a strengthened partnership and growing appreciation of UNDP CO value added and strengths.

Specifically, there were excellent partnerships demonstrated with government at the highest level with core ministries. Partnership with the Tobago House of Assembly (THA) was also enhanced although a significant cut in the Budget resulted in the delayed implementation of capacity building activity for the THA. The Interviews revealed that the THA value UNDP partnership and anticipate that in the new budget and their budget allocations, the capacity building activity can be undertaken with UNDP's support.

UNDP has also done important work in building partnerships with civil society and marginalized groups such as people living with disabilities. Although the proposed civil society advisory board did not work for several reasons, the goal of strengthening government responsiveness to communities and civil society is being pursued through the Parliament project.

The leadership role played by the CO in key policy dialogues on key national and regional issues also raised UNDP's profile and credibility as an important development partner who brings value added. UNDP was also seen as flexible and willing to adapt to changing circumstances to get the job done without compromising its standards.

A challenge identified by one government partner was the impression that the regional office in Panama sometimes seemed out of touch with the regional realities and specific needs.

Achievement of key outcomes was clear across the projects.

Key project achievements, which were reinforced by documentation, staff and confirmed by partners are outlined below:

1. Governance: Strategic Development Plan for Parliament

This high profile project has been a win for UNDP not just in the specific outcomes of the project but in the heightened visibility and legitimacy that it has given to the Country Office. As a high level official stated, UNDP's intervention responded to a national concern for better governance. The initiative had the support of government and opposition. The Government has also had a request from another Caribbean country about sharing the model.

Key Achievements

- Comprehensive Strategic Development Plan laid in the House of Representatives and the Senate for strengthening the legislative branch.

- Workshop with Parliamentarians on the content of the Comprehensive Strategic Development Plan.
- Priority projects from Strategic Development Plan identified and in process of being implemented.
- Baseline report on the functioning of Committees and the legislative functions in Parliament completed.
- A comparative best practice research report on public hearings in Committees, procedures, and techniques was completed.
- Final report on the implementation of a Legislative Information Management System (LIMS) completed.
- Constituency assessment relations report completed and submitted.
- Legislative proposal for the establishment of a general accounting unit to follow expenditures in the form of a draft Houses of Parliament Bill laid in the House of Representatives. In October, the Parliamentary budget presentation identified funds for the establishment of the unit.

This project has positively affected results far beyond those envisaged in the CPD. The new standing orders already being implemented have meant that there is more transparency. Permanent Secretaries as well as Ministers will be required to report on expenditures in the House of Parliament as opposed to the past practice in which only Ministers answered questions in the House on matters of finance. Another major outcome was the strengthening of transparency affected by the new measures governing budget debates in parliament. In the past the Minister of Finance who prepares the budget also presided over the budget debate. It meant that there was no independent arbiter. The changed regulations require the Speaker to preside over the budget debates. This change was already put into effect in the October 2015 budget debates, which were presided over by the Speaker of the House of Parliament.

A significant shift in the system is the proposal that MPs be full time rather than part time as presently obtains. Part time MPs are expected to hold regular jobs while functioning as MPs and participating in oversight committees. This transformative recommendation received support from both sides of the House. It will require significant budgetary allocations and remains an aspect of implementation of the Strategic plan in process.

2. Public Procurement Management Reform and Capacity Development:

Key Achievements

- Internal Control Framework for Public Procurement – Completed; submitted to Oversight Committee for review. Decision taken to submit to cabinet for approval.
- Identified organisational arrangements and job design in Ministries that would be required to manage their entire procurement effort with the repeal of the Central Tenders Board Act.
- Draft Model Handbook developed for customization by procuring entities. The Model Handbook guides best practices in organizational and institutional management in accordance with the New Act and in alignment with the internal control framework for Public Procurement.
- Facilitated draft regulations under the Public Procurement and Disposal of Property Act with a focus on bid challenges, supplier ineligibility and enforcement. Status: Ministry to organize stakeholder meetings to review draft regulations. Anticipated completion November 2015.
- Created awareness of the Procurement Reform in all procuring entities.(Ongoing)
- Identified organizational arrangements and associated job design for the staff and management of the office of Procurement Regulation.
- Constituency assessment relations report submitted.

The Steering Committee has not met since the election on Sept 7th and change of government. The ministries' focal points are awaiting next steps on implementation of the Public Procurement Reform Bill. These achievements reinforce the strengthening of accountability and transparency of governance systems in an holistic framework.

The work done by UNDP under this project has been recognized and acknowledged in the Cabinet and Senate debates during the previous regime. There is scope for scaling up of this initiative with the new Administration once the move to full proclamation of the Bill is signalled.

Building capacity of the first line public service managers through the seminar on Long-term Development Planning with the Permanent Secretaries and Deputy Permanent Secretaries has been strategic and reinforces the achievements made in strengthening good governance.

3. Reducing Poverty through Strengthened Primary Health Care :

Key Achievements

- Increased access to healthcare services for citizens of Trinidad and Tobago
- Nineteen of the twenty nine (29) doctors were recruited. Fifteen arrived in Trinidad along with one health care officer. Three of the doctors were repatriated because of personal reasons. Ten doctors and one health care officer have been successfully placed in health centres with priority given to rural areas. Five are awaiting local medical licenses envisaged to be granted within the next two weeks. Three are scheduled to arrive by the end of November. The finalisation of the recruitment of four doctors already selected has been halted until the medical licensing processing for those already in Trinidad has been fully completed and the processes streamlined.

4. Arima Poverty Profile Pilot:

Key Achievements

- Completion of inception reports by both the GIS and Survey Design Consultant.
- Completion of a framework geo-database and base map for Arima.
- A detailed profile of poverty within the Arima Borough Corporation.
- Completed GIS mapping including determination of public and private sector services, programmes, infrastructure, facilities and amenities.
- Formal government approval for development of poverty profiles in the remaining municipal regions in Trinidad.
- Full community involvement through focus group meetings and their documented recommendations
- Effective south/south cooperation with exchange of ideas and experiences between Chile and Trinidad

This study was conducted in collaboration with the 2014 National Survey of Living Standards to which UNDP provided technical assistance and which was central to the study's effective implementation. The previous Survey of Living Standards had been conducted in 2005. Inadequate data has been consistently identified as a major problem in addressing poverty in the region and specifically in Trinidad and Tobago. This work represented a major breakthrough outcome in using the GIS technology to map. A further critical outcome, which enhances sustainability and scope, was cabinet approval to replicate this study in all municipal regions of Trinidad and Tobago. It was agreed that the release of the study would follow the release of the national Survey of Living Standards.

5. Strengthening Human Security Juvenile Justice Court:

Key Achievements

- Identification of location for the Juvenile Court north facility
- Development of Draft Juvenile Justice Case Flow
- Initial draft Rules of Youth Court
- Draft Juvenile and Family Court Bill
- Data collection tool to facilitate capture of information from possible diversionary programmes
- Development of a preliminary issues paper on the framework for Juvenile Peer Resolution Centre
- Establishment of a sub-committee of key stakeholders for the Juvenile Peer Resolution Centre
- Stakeholder database of over 500 contacts
- Completion of numerous stakeholder consultation exercises

The Caribbean has one of the highest rates of incarceration per capita and the majority of the prison population is youth. The youth who enter the prison system often for relatively minor infractions, tend to emerge as hardened criminals and there is a high level of recidivism. The importance of strengthening the juvenile justice system to better serve the youth, enhance human rights and ultimately create safer communities has been recognized as a priority. This project through its capacity building of key stakeholders and achievements is making a major contribution towards strengthening human security and enhanced governance.

The Peer Review also revealed significantly lower rates of some categories of crime in the communities involved.

6. Enhancing Sustainable Development and Environmental Management: CO2 Protocol:

Key Achievements

- Institutional capacity for the development of CO2 reduction strategy strengthened
- Strategic and policy framework for CO2 reduction completed.
- CRS Implementation framework in progress. Stakeholder consultations to be held and framework finalized based on feedback.

7. Disaster Risk Reduction Mayaro Pilot:

- ***Key Achievements***

- Successful alignment of the model with local disaster management structure. The physical establishment and outfitting of the Early Warning (EW) points was highlighted by the Cuban Mission as exceeding expectations for model replication (This component was particularly well received at all levels)
- Production and effective use of knowledge materials – In particular, toolkits which draw together the key materials developed, including context specific GIS and Early Warning training material, media items (posters, pictures, videos) and other reference materials
- Recommended Standard Operating Procedures (SOPs) and guidelines (aligned with existing structures) produced for RRMC and EWP operations
- Mainstreaming of GIS data collection and sharing practices with the national disaster office - local level data is collected and shared in a more standardized manner, and is able to support national level activities.
- RRMC ability to use GIS to create situational awareness during incident management – geo-locate incidents, conduct basic analysis and create visuals to inform planning
- Overall strengthening of stakeholder relationships and improved quality of engagement between local and national levels, evidenced by increased frequency of communication, collaborative efforts in planning and joint actions taken.
- Good project momentum - significant level of enthusiasm and degree of stakeholder buy-in within participating ministries and local partners, signaling support for replication
- Opportunities to explore and leverage community participatory approaches e.g. for risk mapping and incorporation of excellent level of indigenous knowledge existing at community level, which allow rapid identification and location of critical persons and places in an emergency
- Selected RRMC model components (GIS, Early Warning) contribute to risk data mining and has the potential to provide the basis for more informed and data intensive risk assessments, as a possible next step.
- Overall there is heightened risk awareness by stakeholders and the communities where the EWPs are based.
- The level of in-kind and cost share contributions from the national and local partner exceeded expectations and the actual project budget
- Insight into possible modalities for South- South cooperation

Measures put into place to ensure sustainability include:

- Toolkits documented to provide adequate level of guidance to local implementers and to support future replication

- Monitoring via the existing Office of Disaster Preparedness Management (ODPM) regional coordinators assigned to each local disaster management unit, throughout the country.
- SOPs established which attempt to integrate and streamline workflows between the national disaster office and RRMC system in Mayaro Rio Claro - adds an additional level of obligation or commitment by partners

8. Hydro-Chloro-fluoro-carbon (HCFC) Phase-out Management Plan (HPMP):

Key Achievements

- Freeze at the HCFC national baseline from January 1, 2013
- Establishment of an import quota system for HCFC for 12 eligible companies
- The import of all assembled equipment using hydro-chloro-fluoro-carbons (HCFCs) was stopped as at January 1 2015
- Achievement of 10% reduction from national HCFC baseline as at January 1, 2015
- Four of the five Memoranda of Agreement were signed by the relevant Foam Manufacturers for the conversion of the foam manufacturing processes to utilise less ODS substances with one completing the conversion

These achievements in the area of Environment have contributed to sound environmental management and disaster risk reduction and response, which are central to the CPD outcomes, and UNDP Strategic Plan. More significantly, they are key to Trinidad and Tobago's achieving all its priority goals including growth, poverty reduction and sustainable development.

The Small Grants Programme (SGP) works well with civil society partners and has built capacity of more rural partners and Tobago partners in accessing grants. Building community capacity for sound environmental management is an essential dimension of sustainability. During the period under review the SGP successfully spearheaded a knowledge fair on the environment which was the first in the region.

The GEF supported programmes are significant for this vulnerable small island state and are well managed. While extensions have been required, the anticipated outcomes have been largely achieved and have potential long term impacts.

These achievements represent significant breakthroughs for the CO, which can be built upon. They have been reinforced by high level policy dialogue initiatives, which have enhanced UNDP's profile. The UNDP launch of the Caribbean Human Development Report 2012 on Citizen Security contributed to a national and regional policy discussion. In 2014 the UNDP CO and the Ministry of Foreign Affairs collaborated with the University of the West Indies and a range of partners including CARICOM, The Association of Caribbean States,(ACS) the World Bank, IDB and the Commonwealth Secretariat on a successful high level policy dialogue exploring the Way Forward for Caribbean Integration. Within

the context of a Small island Developing State in an increasingly globalised world, the Caribbean regional integration movement and its potential and challenges for member states represents a significant policy issue. The office also collaborated with the US Embassy and civil society partners on advocacy on Disability Rights, which led to the Government ratification of the Convention on the rights of People with Disabilities.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

In spite of the challenges the UNDP Trinidad and Tobago Country Office has been strategic in its focus and programme implementation.

Good governance, with transparency and accountability, has been recognized as key to realizing the MDGs and the SDGs. It is also a key to realizing UNDP strategic goals. Particularly in the context of Trinidad and Tobago with oil and natural gas resources, good governance has been a central aspect of UNDP's support to the CO but has not previously got major government buy-in. The oversight responsibility of and resources managed by the Legislative Branch have grown significantly since independence. However, the laws and regulatory processes have remained relatively unchanged. Members of Parliament still are expected to hold their regular jobs and function part time as MPs. The oversight committees have therefore been unable to function effectively. The Parliament project has sought to strengthen the legislative oversight function and address the systemic weaknesses. It also includes strengthening government responsiveness to the constituents through effective use of IT mechanisms. This activity therefore represents a critical change project at several levels. The fact of government commitment and its outcomes so far represent a major success for the UNDP CO. The potential for sustainability and replication throughout the region is high and is already being indicated. The Tobago House of Assembly was not involved in this project and should be incorporated where possible in further implementation.

UNDP's support in the areas of readying both the procuring entities and the Office of the Procurement Regulator will go a long way in strengthen Governments architecture and efficiency in the implementation of procurement reform. The role of this project in strengthening, transparency and accountability within government entities represents a solid entry point for UNDP. These initiatives are both fully in alignment with UNDP Strategic Plan.

It is unusual and a potential conflict of interest that a UNDP Operations Manager has responsibility for managing a project. This speaks to the fact that staff is thinly spread. While this is explained by the low level of resources to date, the scope and responsibility which come with these projects suggest the need for some forward looking strategy on the part of UNDP to support the office more effectively.

The upscaling and replication of the Arima Poverty pilot and the Mayaro Disaster Risk Reduction pilots also have the potential to transform the data gap that has undermined capacity for effective poverty reduction strategies policies and programmes and take Disaster Risk Reduction from the desks of bureaucrats to community buy-in and implementation. These outcomes therefore contribute to major transformative potential. They also have the potential for strengthening alignment with UNDP Strategic Plan and its overarching priority of Poverty Eradication and Sustainability.

In general the environment management programmes are well targeted and have potential for significant change impact.

Youth remains a cornerstone for change and building human security and sustainability in Trinidad and Tobago and the Caribbean more generally. The Youth initiative represents a programme that is well targeted.

The Country Office is forging strong partnerships with government and civil society and it has demonstrated flexibility in responding to changing circumstances. However, the office remains disadvantaged in relation to other donors and often needs to explain itself with changing government cohorts.

The following recommendations are offered:

General Recommendations

- All UNDP offices including NCC designated offices like Trinidad and Tobago should be allocated seed programme resources.
- Panama needs to have a critical mass of Caribbean experts who are familiar with the region and can continue to strengthen the bond between Latin America and the Caribbean for increased effectiveness and efficiency.
- The new programme cycle should build on the lessons learned and engage government and civil society partners early in the planning process.
- There should be strong advocacy for speedy implementation of the inter-ministerial Steering Committee to manage the programme, chaired by the Ministry of Planning. This will strengthen buy-in coherence and effective implementation. This committee should serve as a forum for quarterly briefing and monitoring of the programme.

Country Programme Recommendations

While the following key recommendations of the Peer Review Report for sustainability of Citizen Security Report related to that specific programme, some of the central messages are more generally relevant. These are the need to get cross-ministerial buy-in for the core programmes, support to the transformation of gender relations; strengthening communitarian approaches targeting vulnerable young populations that focus on youth leadership; and investing in more effective mass communication and awareness raising campaigns

It is further recommended that

- Country Programme planning for the next cycle should start early with full participation of staff and partners.
- Build the CO capacity in gender mainstreaming and support similar capacity building of government and civil society partners in collaboration with UN Women.

- Build on good practice in partnering with marginalized groups including persons with disabilities
- Strengthen core programmatic staffing capacity, particularly in the governance area
- Enhance use of information and communications technology solutions to strengthen business analytics, increase productivity, reduce transaction costs, facilitate sustainability as well as provide direct programme/project support. This includes outreach and knowledge building, building citizen participation and engagement.
- Strengthen outreach to the Tobago House of Assembly including the Parliament and Procurement initiatives.
- The programme priorities remain relevant and are in keeping with the priorities of the Sustainable Development Agenda, UNDP corporate and national priorities. It is important that the CO build on the policy and programmatic successes of the CPD 2012-2015 cycle and scale up by building on effective outcomes and not spread itself too thin. Specifically:

Good Governance

- ✓ Strengthening The Parliament programme, already mentioned in the recent budget debates, a priority.
- ✓ The expansion of elements of this project to the Tobago House of Assembly would be a natural extension of the benefits of the programme to that island.

National and Personal Security

- ✓ The Citizen Security Justice programme in collaboration with USAID

Environmental Sustainability

- ✓ The Disaster Risk Reduction pilot project, which represents a successful model for strengthening community and local government capacity to enhance mitigation and response at the community nationally. The GEF projects remain highly relevant.

Poverty Eradication and Social Justice

- ✓ Build on poverty mapping and use of GIS for the social sector distribution of services and clients. Give greater focus to gender inequality, and women's poverty

The review concludes that UNDP Trinidad and Tobago CO stands poised to function at a new level of effectiveness and related resource flows. The CO with the support of UNDP Headquarters and the Regional Office has the capacity based on these recommendations to capitalize on the gains realized through the outcomes of the CPD, and firmly to establish itself as a valued partner of the Trinidad and Tobago Government, civil society and donor partners with the enhanced involvement of the gender. This will provide the base for greater sustainability of outcomes and positive change, which will have a demonstrable impact on alignment with UNDP corporate goals and the well being of the people of the twin island state.

LIST OF REFERENCES

- Bourne, Compton, “Financing for Development Challenges in the Caribbean” Paper prepared for UNDP Trinidad, June 2015
- CARICOM, **Caribbean Community Strategic Plan 2015 – 2019**
- Jules, D. 2014. “Redefining Caribbean Education: An Urgent Imperative” Presentation to the CARICOM Heads of Government
- Party manifestos People’s National Movement and People’s Partnership
- Republic of Trinidad and Tobago and United Nations Country Team Trinidad and Tobago, **United Nations Development Assistance Framework: 2014-2015 Biennial Rolling Plan: Drilling Down Development in Trinidad and Tobago**, 2013
- Trinidad and Tobago Budget Presentation October 2015
- UNDP, **UNDP Gender Equality Strategy 2014-2017: The Future We Want: Rights and Empowerment**. 2014
- UNDP, **Caribbean Human Development Report 2012: Human Development and the Shift to Better Citizen Security**
- UNDP, **Human Development Report**, 2014; Sustaining Human Progress, Reducing Vulnerabilities and Building Resilience
- UNDP, **Outcome Level Evaluation**: a companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators. December 2011
- UNDP, **UNDP Strategic Plan, 2014-2017**, Executive Board, 2 August 2013
- UNDP, **UNDP Youth Strategy 2014-2017: Youth Empowered as Catalyst for Sustainable Human Development**. 2013
- UNDP Trinidad and Tobago, **Office Programme Documents**:
1. Country Programme Document for Trinidad and Tobago 2012-2015
 2. Country Programme Document for Trinidad and Tobago 2008-2011
 3. Trinidad and Tobago – Integrated Work Plan 2013
 4. Trinidad and Tobago – Integrated Work Plan 2015
 5. Trinidad and Tobago ROAR 2012
 6. Trinidad and Tobago ROAR 2014
 7. Independent Auditor’s Report, Institutional Strengthening Project. Deloitte, 2012
- UNDP Trinidad and Tobago, **Project Fact Sheets**:
1. Elaboration of a Strategy for the Reduction of Carbon Emissions (CRS)
 2. Capacity Development for Nation Building: Curacao
 3. Development of Regional/Community Poverty Profile, Arima Municipal Region Pilot
 4. Effective Control and Monitoring of Precursor Chemicals
 5. HydroChloroFloroCarbon (HCFC) Phase-Out Management Plan (HPMP)
 6. Juvenile Court Project (JCP)
 7. Low Emission Capacity Building Programme (LECB)

8. Establishment of a Community of Practice (CoP) in Human Resource Management (HRM)
9. Strengthening of the Parliament
10. Primary Health Care Initiative (UNV Doctors Project)
11. Public Procurement Management Reform and Capacity Development

UNDP Trinidad and Tobago, **Project Documents:**

1. Capacity Development for Disaster Risk Management
2. Low Emission Capacity Building Programme (LECB)
3. Elaboration of a Strategy for the Reduction of Carbon Emissions in Trinidad and Tobago
4. HydroChloroFloroCarbon (HCFC) Phase-Out Management Plan (HPMP)

UNDP Trinidad and Tobago, “History and Lessons Learned”, Background Note August 2010

UNDP Trinidad and Tobago, **Peer-Review of the Methodology of the Citizen Security Programme in Trinidad and Tobago**, 2015

UNDP Trinidad and Tobago, **Perspective on Well-being, Progress and Vulnerability in Trinidad and Tobago**, October 2015

Wiltshire, Rosina, “Masculinities and Violence: Caribbean Youth Perspectives”, CARICOM Document 2012

World Bank, “Resilient coastal cities: the economic, social and environmental dimensions of risk” in **Making Reforms Work in the Caribbean**, World Bank 2014

LIST OF INTERVIEWS

Ayleen Alleyne-Ovid, Deputy Permanent Secretary Ministry of Planning
Dr Beverly Beckles, Chief Executive Officer, National Centre for Persons with Disabilities (NCPD), New Street, San Fernando
Richard Blewitt, United Nations Resident Coordinator and UNDP Resident Representative
Stephen Boodhram, former UNDP Project Manager, now Project Director, Parliament
Jennifer Boucaud-Blake, former P.S of the Ministry of National Security
Shelly Bradshaw, Mitigation Manager, Office of Disaster Preparedness and Management (ODPM)
Mary Ann Brathwaite-Leonce, Tobago House of Assembly (THA)/UNDP focal point
Beverly Charles, UNDP Operations Manager
David Constant, Director of International Cooperation, Ministry of Health
Joanne Deoraj, Acting PS Ministry of Planning and Sustainable Development and Team
Rissa Edoe UNDP GEF/SGP
Ms St Louis Felix Ministry of National Security Research Officer
Rosemary Lall, UNDP Programme Officer (Energy, Environment & Disaster Management
Senator Wade Mark, former Speaker of the House and now Opposition Senator
Arlene McComie, retired Permanent Secretary, Ministry of Planning and Sustainable Development
Sharon Ramsaran, UNDP Programme Analyst, Public Safety, Youth Development and Communications
Stacy Richards-Kennedy, UNDP Assistant Resident Representative (ARR)
Isele Robinson-Cooper, UNDP Programme Officer Poverty & Social Policy and Governance
Jacqui Sampson-Meiguel, Clerk of the House, Parliament
Professor Clement Sankat, Pro Vice Chancellor and Campus Principal, UWI St Augustine
Gregory Sloane-Seale, Coordinator of the Citizens Security Programme
Senator Dr Bhoendradatt Tewarie, Former Minister of Planning and Sustainable Development
Simone Thorne Mora, Deputy Permanent Secretary, Ministry of National Security
Stephen Weeks, Public Affairs Officer, United States Embassy
Gary Tagallie, Director, Poverty Reduction and Eradication, Poverty and Research Unit, Ministry of Social Development

ANNEX 1: EVALUATION MATRIX

| GENERIC EVALUATION MATRIX CUSTOMISED FOR EACH OUTCOME AREA TO BE EVALUATED | | | | |
|---|--|---|---|---|
| Criteria/Sub-criteria | Sample questions | What to look for | Data sources | Data collection methods |
| Relevance | <p>Was the initiative appropriate to the needs of the country?</p> <p>Is the initiative aligned with the national strategies?</p> <p>Is it consistent with human development needs and the specific development challenges of the country?</p> | <p>How does the initiative align with national strategies in this area?</p> <p>How does the initiative address the human development needs of intended beneficiaries?</p> | <p>UNDP programme/project documents</p> <p>UNDP programme/project Annual Work Plans</p> <p>Programmes/projects/ thematic areas evaluation reports</p> <p>Government's national planning documents</p> <p>Human Development Reports</p> <p>MDG progress reports</p> <p>Government partners progress reports</p> <p>Interviews with beneficiaries</p> | <p>Desk reviews of secondary data</p> <p>Interviews with government partners</p> <p>Interviews with NGO partners/service providers</p> <p>Interviews with funding agencies and other UNCT</p> <p>Interview with civil societies in the concerned sector</p> <p>Interviews with political parties leader</p> <p>Interviews with related parliamentary committees</p> <p>Related Constitutional bodies such as Human Rights, Women Rights, etc.</p> |

| | | | | |
|----------------------|---|---|--|--|
| | | | | Field visits to selected projects |
| | <p>Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? To what extent has UNDP adopted participatory approaches in planning and delivery of the initiative and what has been feasible in the country context?</p> | <p>What analysis was done in designing the initiative? To what extent have targeted beneficiaries and stakeholders been involved in the design? Are the resources allocated sufficient to achieve the objectives of the initiative?</p> | <p>UNDP staff</p> <p>Development partners (UNICEF, WFP, IFAD, UNV, UN Women, Norwegian Embassy, CIDA, Danish Embassy, Finish Embassy, DFID, GIZ etc.)</p> <p>Government partners involved in specific results/thematic areas</p> <p>Concerned civil society partners</p> <p>Concerned associations and federations</p> | <p>Interviews with UNDP staff, development partners and government partners, civil society partners, associations, and federations</p> |
| Effectiveness | <p>Did the project or programme implementation contribute towards the stated outcome? Did it at least set dynamic changes and processes that move towards the long-term outcomes? How does UNDP measure its progress</p> | <p>What outcomes does the project intend to achieve? What outputs has the project achieved? What percentage of the project results at the output level has been achieved? What changes can be</p> | <p>Project/programme/thematic areas evaluation reports</p> <p>Progress reports on projects</p> <p>UNDP staff</p> <p>Development partners</p> <p>Government partners</p> | <p>Desk reviews of secondary data</p> <p>Interviews with government partners, development partners, UNDP staff, civil society partners, associations, and federations</p> <p>Field visits to selected projects</p> |

| | | | | |
|--|---|---|---|--------------------------------|
| | towards expected results/outcomes in a context of flux? | observed as a result of these outputs? In addition to UNDP initiatives, what other factors may have affected the results? What were the unintended results (+ or -) of UNDP initiatives? | Beneficiaries | |
| | How broad are the outcomes (e.g., local community, district, regional, national)? Are UNDP's efforts concentrated in regions/districts of greatest need? | Are the results of the project intended to reach local community, district, regional or national level? | Evaluation reports Progress reports on projects | Desk reviews of secondary data |
| | Who are the main beneficiaries? To what extent do the poor, indigenous groups, women, Dalits, and other disadvantaged and marginalized groups benefit? | Who are the target beneficiaries and to what extent have they been reached by the project? How have the particular needs of disadvantaged groups been taken into account in the design and implementation, benefit sharing, monitoring and evaluation of the project/ programme? | Programme documents Annual Work Plans Evaluation reports MDG progress reports Human Development Reports | Desk reviews of secondary data |

| | | | | |
|-------------------|---|---|---|---|
| | | <p>How far has social inclusion been taken into account in the project/programme?</p> <p>How far has the regional context (least developed region) been taken into consideration while selecting the project/programme?</p> | | |
| Efficiency | <p>Has the project or programme been implemented within deadline and cost estimates?</p> <p>Have UNDP and its partners taken prompt actions to solve implementation issues?</p> <p>What impact has political instability had on delivery timelines?</p> | <p>Have there been time extensions on the project? What were the circumstances giving rise to the need for time extension?</p> <p>Has there been over-expenditure or under-expenditure on the project?</p> <p>What mechanisms does UNDP have in place to monitor implementation? Are these effective?</p> | <p>Programme documents</p> <p>Annual Work Plans</p> <p>Evaluation reports</p> <p>ATLAS reports</p> <p>Government partners</p> <p>Development partners</p> <p>UNDP staff (Programme Implementation Support Unit)</p> | <p>Desk reviews of secondary data</p> <p>Interviews with government partners and development partners</p> |
| | <p>Were UNDP resources focused on the set of activities that were expected to produce significant results?</p> <p>was there any identified</p> | <p>Are resources concentrated on the most important initiatives or are they scattered/spread thinly across initiatives?</p> | <p>Programme documents</p> <p>Annual Work Plans</p> <p>Evaluation reports</p> <p>ATLAS reports</p> | <p>Desk reviews of secondary data</p> <p>Interviews with government partners and development partners</p> |

| | | | | |
|-----------------------|--|--|---|---|
| | <p>synergy between UNDP initiatives that contributed to reducing costs while supporting results?</p> <p>How has the existence of the Project Implementation Support Unit assisted the efficiency of programme delivery</p> | | <p>Government partners</p> <p>Development partners</p> <p>UNDP staff</p> | |
| Sustainability | <p>Were initiatives designed to have sustainable results given the identifiable risks?</p> <p>Did they include an exit strategy?</p> <p>How does UNDP propose to exit from projects that have run for several years?</p> | <p>Does/did the project have an exit strategy?</p> <p>To what extent does the exit strategy take into account the following:</p> <p>Political factors (support from national authorities)</p> <p>Financial factors (available budgets)</p> <p>Technical factors (skills and expertise needed)</p> <p>Environmental factors (environmental appraisal)</p> | <p>Programme documents</p> <p>Annual Work Plans</p> <p>Evaluation reports</p> | <p>Desk reviews of secondary data</p> |
| | <p>What issues emerged during implementation as a threat to sustainability?</p> <p>What corrective measures</p> | <p>What unanticipated sustainability threats emerged during implementation?</p> | <p>Evaluation reports</p> <p>Progress reports</p> <p>UNDP programme staff</p> | <p>Desk reviews of secondary data</p> <p>Interview UNDP programme staff</p> |

| | | | | |
|--|---|---|--|---|
| | were adopted? How has UNDP addressed the challenge of building national capacity in the face of high turnover of government officials? | What corrective measures did UNDP take? | | |
| | How has UNDP approached the scaling up of successful pilot initiatives and catalytic projects? Has the government taken on these initiatives? Have donors stepped in to scale up initiatives? | What actions have been taken to scale up the project if it is a pilot initiative? | Evaluation reports Progress reports UNDP programme staff | Desk reviews of secondary data Interview UNDP programme staff |
| QUESTIONS RELATING TO THE PROMOTION OF UN VALUES FROM A HUMAN DEVELOPMENT PERSPECTIVE | | | | |
| Supporting policy dialogue on human development issues | To what extent did the initiative support the government in monitoring achievement of MDGs? | What assistance has the initiative provided supported the government in promoting human development approach and monitoring MDGs? Comment on how effective this support has been. | Project documents Evaluation reports HDR reports MDG reports National Planning Commission Ministry of Finance | Desk review of econdary data Interviews with government partners |
| Contribution to | To what extent was the UNDP initiative designed to appropriately incorporate in | Provide example(s) of how the initiative contributes to gender equality. | Project documents Evaluation reports | Desk review of secondary data |

| | | | | |
|---|---|--|--|--|
| <p>gender equality</p> | <p>each outcome area contributions to attainment of gender equality?</p> <p>To what extent did UNDP support positive changes in terms of gender equality and were there any unintended effects?</p> | <p>Can results of the programme be disaggregated by sex?</p> | <p>UNDP staff</p> <p>Government partners</p> <p>Beneficiaries</p> | <p>Interviews with UNDP staff and government partners</p> <p>Observations from field visits</p> |
| <p>Addressing equity issues (social inclusion)</p> | <p>How did the UNDP initiative take into account the plight and needs of vulnerable and disadvantaged to promote social equity, for example, women, youth, disabled persons?</p> | <p>Provide example(s) of how the initiative takes into account the needs of vulnerable and disadvantaged groups, for example, women, youth, disabled persons.</p> <p>How has UNDP programmed social inclusion into the initiative?</p> | <p>Project documents</p> <p>Evaluation reports</p> <p>UNDP staff</p> <p>Government partners</p> <p>Beneficiaries</p> | <p>Desk review of secondary data</p> <p>Interviews with UNDP staff and government partners</p> <p>Observations from field visits</p> |