

JOINT EVALUATION

Final Evaluation of Joint Programme 'Enhancing Resilience and Acceleration of the SDGs in the Eastern Caribbean' 2020 – 2022

FINAL – MAY 31, 2022

Decentralized Evaluation Report
WFP, ILO, UNDP, UNICEF, UN Women



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Disclaimer

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Contents

Executive Summary	i
Introduction.....	1
1.1. Evaluation features	1
1.2. Context.....	3
1.3. Subject being evaluated	8
1.4. Evaluation methodology, limitations, and ethical considerations.....	15
Evaluation Findings.....	21
2.1 EQ1 To what extent are the JP design and implementation relevant and coherent? (RELEVANCE & COHERENCE)	21
2.2 EQ2 WHAT are the results of the Joint programme? (EFFECTIVENESS).....	25
2.3 EQ3 How efficient was the partnership of the PUNOs and partners in implementing the JP and leveraging further resources? (EFFICIENCY).....	30
2.4 EQ4 Is there evidence that in the long-term the JP is likely to contribute to changes in vulnerability? (IMPACT)	33
2.5 EQ5 To what extent are the benefits of the JP sustainable? (SUSTAINABILITY)	35
2.6 EQ6 To what extent did the JP consider and contribute to gender equality, equity, and social inclusion (GENDER, EQUITY, & INCLUSION)	36
Conclusions, lessons learnt, and recommendations.....	38
3.1. Conclusions	38
3.2. Lessons learnt.....	41
3.3. Recommendations	42
Annex 1. Summary of evaluation ToR.....	44
Annex 2. Timeline.....	46
Annex 3. Methodology	47
Annex 4. Evaluation Matrix.....	48
Annex 5. Data collection Tools.....	49
Annex 6. Fieldwork Agenda.....	54
Annex 7. Findings-Conclusion-Recommendation-Map.....	55
Annex 8. List of people interviewed.....	58
Annex 9. Bibliography	59
Annex 10. Case Study on Jointness.....	61
Annex 11. Stakeholder analysis	65
Annex 12. Initial Theory of Change	68
Annex 13. JP's Logic Model	69
Annex 14. Evaluation Team.....	71
Acronyms	72

List of figures

Figure 1. Overview of the seven Joint Programmes overseen by the RCO in Barbados	2
Figure 2. Overview of the regional geography and headline statistics on economy and poverty ...	3
Figure 3. COVID-19 food security impact in Saint Lucia – May 2021	7
Figure 4. Outcome-impact causal contributions over time and visualisation of relevant SDG targets.....	10
Figure 5. Revised Theory of Change	13
Figure 6. Critical results contribution pathways in the JP ToC used to focus evaluation analysis .	14
Figure 7. SDGs and sub-SDGs targeted by the JP	23
Figure 8. Overview of global and programmatic SDG output targets under the JP	24

List of tables

Table 1. Key development statistics for Saint Lucia and Barbados	4
Table 2. Key activities of each PUNO	10
Table 3. Units of measurement used in JP outcome and output indicators	12
Table 4. Revised evaluation questions and sub-questions for each criterion	16
Table 5. Risks and Mitigation Strategies.....	19
Table 6. Output results data for the JP – including disaggregated data and target achievement rates.	26
Table 7. Recommendations and associated notes	42

Executive Summary

FINAL REPORT: JOINT EVALUATION OF THE JOINT PROGRAMME 'ENHANCING RESILIENCE AND ACCELERATION OF THE SDGS IN THE EASTERN CARIBBEAN' 2020 – 2022



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Introduction

1. This is a Joint Evaluation commissioned by International Labor Organization (ILO), the United Nations Development Programme (UNDP), the United Nations International Children's Emergency Fund (UNICEF), the United Nations Entity for Gender Equality and the Empowerment of Women (UN WOMEN) and the United Nations World Food Programme (WFP) under the auspices of the Resident Coordinator's Office (RCO) for Barbados and the Eastern Caribbean. It is summative in nature and covers all activities under the Joint Programme (JP) for enhancing resilience and acceleration of the Sustainable Development Goals (SDGs) in the Eastern Caribbean (the first of its kind in the region). It focuses on efforts to develop adaptive and universal social protection (SP) systems in Barbados, Saint Lucia, and other countries in the Eastern Caribbean (through the Organization of Eastern Caribbean States (OECS)) between January 2020 through mid-March 2022 under the JP. Its objectives are accountability and learning.

2. The JP is a two-year programme that was approved in December 2019 and was expected to be completed from January 2020 until January 2022.¹ It was part of the first call for JPs by the UN Joint SDG Fund and was co-led by UNICEF and WFP and implemented jointly with ILO, UNDP, and UN Women. The budget documents indicate the overall budget of the programme was USD \$4,859,633² with the Joint SDG Fund providing \$3,000,000 and \$1,859,634 contributed by the five PUNOs. At the end of 2021, the overall implementation rate was 84 percent; expenditure rate was 83 percent.³

Purpose

3. The evaluation serves the purposes of assessing the accomplishment (or not) of main expected results of the JP, assessing the value added of the partnership (i.e., the 'jointness' of the programme), taking stock of lessons learnt and good practice, and achieving accountability and learning objectives. The main expected

¹ The initial duration is two years with an extension granted until May 2022 to allow finalising of the evaluation.

² The amount stated in the ToR and overview of the budget in the Programme Document is \$4,804,402, while \$4,859,633 is the total presented in the budget document.

³ MCO for Barbados and the OECS (2022), Joint Programme 2021 Annual Progress Report.

users of the evaluation include the Resident Coordinator's Office, Participating UN Agencies, Governments of Saint Lucia and Barbados, the OECS, and the Joint SDG Fund.

Subject

4. The subject of the evaluation is the development of adaptive and universal social protection systems in Saint Lucia and Barbados – modelling tools, processes, and policy approaches for the Eastern Caribbean States. The scope included all the activities undertaken from January 2020 through mid-March 2022 through different lenses of design, implementation, and results – across national (i.e., nation-wide in Barbados and Saint Lucia) and regional (within the OECS member states) levels. This includes the adaptation of existing social protection systems and programmes to support people at risk of or impacted by shocks – using a core diagnostic instrument (CODI) in Barbados, supporting legislative and policy review in Saint Lucia (with the support of the World Bank), south-south cooperation and social protection and social inclusion strategy formulation through the OECS, and strategic reallocations of JP funds in response to the COVID-19 pandemic to strategically trigger contingency-based disbursements of concessional loan financing for SP.

5. While the JP did include direct household-level targeting as part of pilot projects (1,598 are reported to have benefited from adaptive social protection programmes using cash transfers and 25 women-headed households received stipends for childcare and access to vocational training, counselling, and service referral), this programme was largely strategic – and the 'value' of direct assistance to households (from the perspective of the JP's results framework) was mainly the opportunity it provided for modelling and learning from the adaptive mechanisms being strengthened.

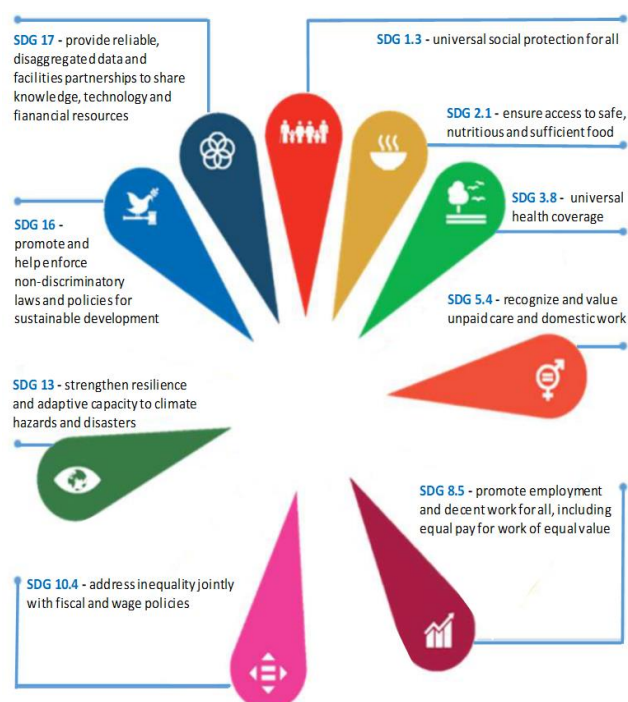
Methodology

6. The evaluation approach was mixed-method, theory-based, and utilization-focused. This approach includes perspectives of marginalized populations in analysis of processes and results. Systematic triangulation of evidence from several streams of data was structured by an evaluation matrix and used to answer questions, form evidence-based conclusions, and develop useful recommendations. The evaluation covers JP activities in Saint Lucia and Barbados, at the regional-level, and South-South Cooperation achievements over the duration of the programme. The depth of coverage was determined by assessing relevancy to the main lines of inquiry developed through the sub-questions and indicators. The indicators in the evaluation matrix draw on existing indicators in the JP results framework to some extent, but also approach the lines of inquiry in qualitative terms using a constructivist lens that allowed for the articulation of unexpected and complex aspects in the causal flow of the programme (e.g., adapting to COVID-19).

7. The data collection methods used included key informant interviews (20 with PUNOs, 5 with Government Officials, 1 IFI representative, 1 private sector stakeholder; 17 women and 10 men), and 10 beneficiary households – 6 women and 4 men); desk review of key project documents and related studies (including documents produced by the JP such as country case studies on adaptive social protection systems and an in-depth literature review on the same topic); a case study on 'Jointness' is included as an annex, and the team also conducted a stakeholder debrief during which polling exercises were conducted to gain additional insights on preliminary findings.

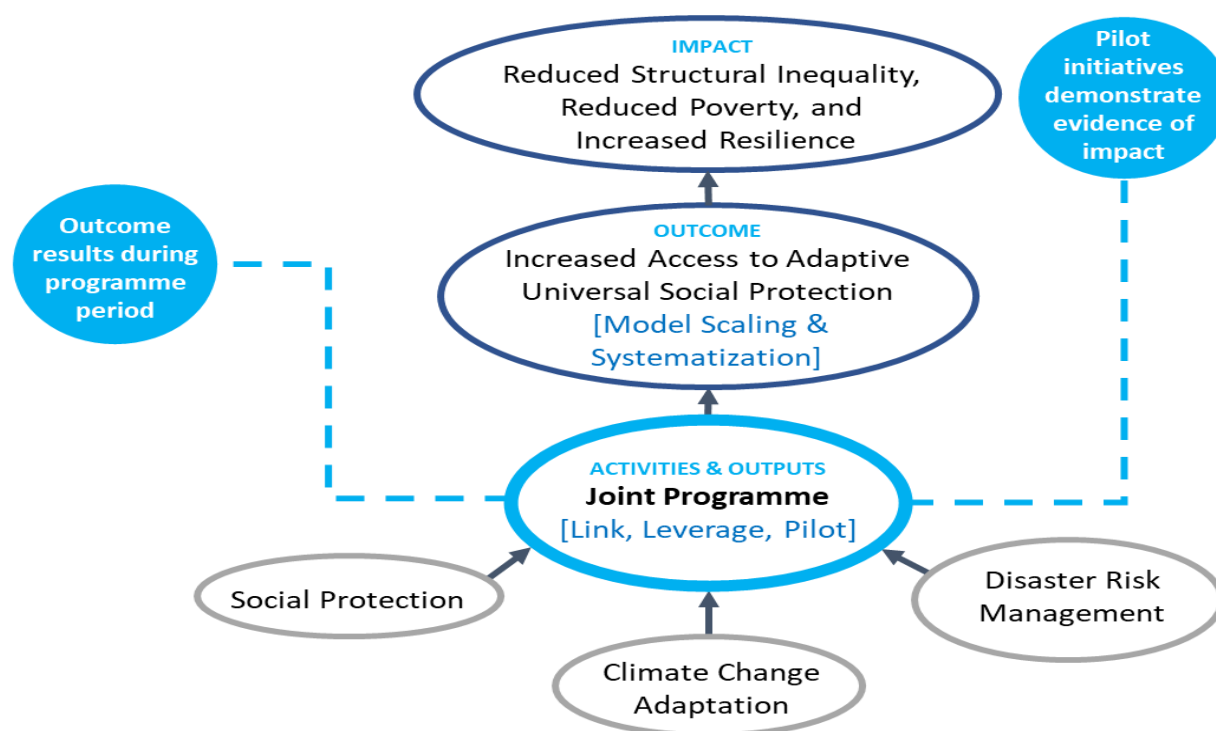
8. Limitations included gaining timely access to key informants. The evaluators were unable carry out 14 originally planned interviews. Secondly, the depth-of coverage was guided by the evaluation questions and objectives but have been in certain cases limited by the insights provided by the informants. However, the interviews conducted have led to saturation and additional validation took place during debriefing and stakeholder workshops.

Illustration 1. SDG targets covered by the JP



9. Conceptual clarity was also a challenge. The JP covers a broad range of activities – each carefully linked to specific SDG targets, indicators, etc. While a theoretical framework existed for the programme, The ET established a simplified theoretical framework that would be both consistent with existing programme design (i.e., true to the spirit and substance of the JP) and suited to facilitate the analysis required by the ET to answer the evaluation questions (i.e., helping to articulate critical causal pathways for substantiation). Illustration 1 provides a depiction of SDG targets covered by the JP. Illustration 2 is the revised theory of change (ToC) developed by the ET.

Illustration 2. Revised ToC developed by the ET



Findings

10. Findings and conclusions were developed based on evidence gathered and triangulated by the evaluation team. This analysis corresponds to the six main questions covered by the evaluation – which link to the evaluation criteria.

EQ1: To what extent are the JP design and implementation relevant and coherent?

11. The JP's design and implementation were informed by evidence about the needs and priorities of the most vulnerable groups – mainly through use of existing data and consultations with the involved institutions. The ET also found that the JP's contribution to the progressive realization of social protection systems was highly relevant to the context and targeted SDGs; it became even more relevant in the COVID-19 context.

EQ2: What are the results of the JP?

12. Considerable progress was made on achievement of expected outputs and outcomes and the JP's indicators captured the critical results. In Barbados, a key achievement was the establishment of a coordination mechanism to support SP training and the implementation of a system-wide social protection assessment and reform of the country's social protection system, including making it gender-responsive and establishing links to disaster risk management and triggering disbursements under the International Development Bank's (IADB) Contingent Loan for Natural Disaster Emergencies.

13. In saint Lucia, due to COVID-19, the JP supported the strategic reallocations of JP funds, co-financing the temporary expansion of four different social protection programs: Public Assistance Programme (PAP)

expansion, Child Disability Grant top-up, Foster Care Grant top-up, and a 100 percent increase to persons living with HIV/AIDS. The JP also supported the transition to a permanent expansion of coverage by 38 percent of the Public Assistance Programme. Overall, the JP led the Government of Saint Lucia through the process of analysing social protection benefit payment options, generating learning for the future. Analysis was also undertaken, and legislative review was initiated (linked to the World Bank-supported Human Capital Resilience Project). Moreover, the JP made progress on the development of an OECS Social Protection Strategy for the Eastern Caribbean.

14. Several factors influenced the achievement or non-achievement of outputs, including (i) the ability to leverage the work of other development partners in the region such as the World Bank (WB) and the Caribbean Development Bank (CDB), (ii) the demand of government partners, (iii) the COVID-19 pandemic, (iv) political context in Saint Lucia, and (v) funding availability within a constrained fiscal space. The 'linking' aspect of the JP was multifaceted and led to several unexpected results: addressing domestic violence issues, expanding financial inclusion, and evidencing the demand for social protection systems strengthening. The PUNOs effectively adapted the JP to the COVID-19 context by supporting evidence-based decision making and using the real-time experience to learn and prepare the social protection systems to adapt to future shocks.

EQ3: How efficient was the partnership of the PUNOs and partners in implementing the JP and leveraging further resources?

15. Adaptation of the JP to COVID-19 leveraged efficiencies enabled by strong coordination to keep overall implementation on-track. The transaction costs of a JP having many partners (as this one did) along with a small budget and short timeframe can become disproportionate to the added value of joint programming; strong coordination can mitigate this dynamic – leveraging jointness to accelerate results. The JP design and implementation successfully balanced the strategic importance of the expected results vs. efficiency constraints resulting from joint implementation. Limited absorption capacities combined with supply bottlenecks (many interventions, studies, etc. with the same under-resourced government counterparts) slowed deployment of funds against activities.

EQ4: Is there evidence that in the long-term the JP is likely to contribute to changes in vulnerability?

16. The JP helped to strengthen government processes used to identify people in need and respond; this included both vertical and horizontal expansion of social protection benefits, and in both countries the JP supported important linkages between DRM and social protection. Beneficiary feedback reflected gratitude for the support provided and strong demand for further social protection system strengthening. This JP is often referenced as one of the best collaboration examples in the region; it has already been used as a model and several of its aspects either replicated or extended.

EQ5: To what extent are the benefits of the JP sustainable?

17. It is evident that benefits will continue after the JP's implementation; this can be seen in the new JPs developed in the last round of funding, which build on the current results and processes. The JP is already being replicated and built-upon in the region – through the RCO's programme pipeline, and other modes of partnership.

EQ6: To what extent did the JP consider and contribute to gender equality, equity, and social inclusion?

18. The design, implementation, and monitoring of the JP were highly sensitive to gender, equality, and inclusion of persons with disabilities and social inclusion issues – these were systematically addressed through its core focus on social protection universality (SDG 1.3). These results are evident mainly at the systemic level.

Conclusions

19. The JP coherently responded to beneficiary needs which were evident in past assessments and mapping exercises; the short time frame allocated to project design and implementation limited stakeholder engagement primarily to remote modes. The JP proved highly relevant within the Eastern Caribbean context, and even more in the context of the COVID-19 pandemic. The coherence with other interventions of IFIs in the field of social protection was high.

20. Overall, there has been considerable progress towards the expected outputs and outcomes of the JP which was facilitated by developing partnerships and collaborations beyond the PUNOs and RCO, as well as by government's demand for strengthening social protection systems. There was evidence of the benefits of jointness and adaptability of the JP to respond to dynamic situations through leveraging comparative advantages and linking with development partners – the JP linked expertise and evidence to drive results.

21. The JP is complex and multi-dimensional; there was evidence of efficiency resulting from the well-coordinated and adaptive collaboration between PUNOs – and this could be further enhanced by planned opportunities to review and adjust programming at the mid-term.

22. This JP provided an important platform for the formulation of effective and creative social protection strategies that respond to immediate and long-term needs of beneficiaries in the future.

23. The sustainability of the JP's benefits is evident on multiple levels including coordination structures, evidence development, and permanent expansion of social protection coverage through triggering conditional disbursements under concessional loan financing from IFIs.

24. The JP considered and contributed to gender equality, equity, social inclusion and inclusion of persons with disabilities in numerous ways – by utilizing evidence of vulnerable people's views in the design process, at the systemic level through facilitating modelling and effective scale up and adaptation of existing SP programmes, and facilitating the process of the respective beneficiary Governments in systematically considering social protection options to maximize beneficiary resilience and ensure gender sensitivity.

Lessons Learnt

25. Important lessons emerged from this JP. Firstly, the two-year timeline of the JP does not allow achieving transformative impacts, particularly in complex programmes bringing together multiple governments and regional institutions.

26. Secondly, the human resource capacity of partners should be considered in determining schedules for implementation of concurrent activities of PUNOs requiring feedback.

27. Thirdly, coordination and regular interactions among PUNOs, with government and regional partners and with donors contribute to advancing smooth implementation despite external challenges such as COVID-19.

28. Finally, there are differences in financial and procurement procedures and processes among the different agencies and this needs to be recognised up-front to better facilitate inter-agency cooperation and to avoid varying/onerous requirements on national partners.

Recommendations

29. Building on the findings and conclusions and stakeholder consultations, the following recommendations were developed:

R1: Advocate for reviewing the timeframes for JP design and implementation. (RCO)

R2: Develop a rubric of criteria to be used in validating the selection of PUNOs in future JPs to ensure coherent rationale for collaboration based on comparative advantages and mandates of each agency - with consideration of joint programming transaction costs. (RCO)

R3: Systematically include mid-term reviews to enhance flexibility in future JPs and create space for reflection and revision of activities, budget, indicator targets, lesson-learning, etc. (RCO)

R4: Where JPs work with governments to expand or pilot new ways of providing social protection support, advocate with Government counterparts to ensure that a strategy is in place to communicate the purpose and scope of pilot interventions with beneficiaries. (PUNOs)

R5: The PUNOs and RCO should advocate with the governments of Barbados and Saint Lucia to sustain the Country Coordinating Committees that were established for this JP. (RCO, PUNOs)

R6: Future efforts of PUNOs which scale-up/replicate this JP should replicate its systematic consideration of gender equality, equity, and social inclusion in their design and strategies. (PUNOs)

Introduction

1. The purpose of this Evaluation Report (ER) is to communicate how the Evaluation Team (ET) approached the final evaluation of the Joint Programme (JP) and present its findings, conclusions, and recommendations. This report builds on the initial Term of Reference (ToR; Annex 1) and the inception report that was prepared by the Evaluation Team and outlined the detailed methodology of work.

2. To inform this report, the ET conducted an extensive review of documents provided by the commissioning organizations; held individual and group discussions with the Evaluation Reference Group (ERG) and Evaluation Committee (EC); and conducted individual interviews with key stakeholders from Participating UN Organizations (PUNOs), the governments of Barbados and Saint Lucia, and household-level beneficiaries that participated in pilot projects implemented under the JP.⁴ The team also revised the Theory of Change (ToC) and used this to focus the evaluation's analysis of programme results. This report summarizes key evidence-based findings, the conclusions drawn from these findings, and a set of actionable recommendations that flow logically from these conclusions.

1.1. EVALUATION FEATURES

3. This document relates to the Final Joint Evaluation of the Joint Sustainable Development Goal (SDG) Fund's Joint Programme (JP) titled: 'Enhancing Resilience and Acceleration of the SDGs in the Eastern Caribbean: Universal adaptive social protection modelled at the community, national, and sub-regional levels.' The evaluation has dual objectives of accountability and learning – with an overall focus on developing insights related to the added-value and synergistic dynamics of the joint programming model. It includes a brief case study on the topic of 'jointness'.

4. Accelerating and deepening delivery via Joint Initiatives was a major strategy of the UN Sub-Regional Team (UNST) working with the Resident Coordinator for Barbados and the OECS.⁵ The timing of the evaluation allowed for follow-up on the evidence gathered through the recent evaluation of the Resident Coordinator system contribution to country-level programme coherence – which explored the views of key stakeholders on the feasibility and added-value of joint programmes as a mode-of-delivery.⁶

5. The JP covered Barbados and Saint Lucia, with additional sub-regional relevance. It is also of interest to other Organization of Eastern Caribbean States (OECS) Member States, as it aimed to inform their social protection strategy framework. The JP was implemented by five PUNOs – United Nations Children's Fund (UNICEF) and the United Nations World Food Programme (WFP) were co-lead agencies, in partnership with the International Labour Organization (ILO), the United Nations Development Programme (UNDP) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). The JP also included partnership with the governments of Barbados and Saint Lucia and the OECS Commission. As agreed by the PUNOs in the preparation phase, this evaluation was conducted jointly and alongside with the UNEG norms and standards, WFP's standards and procedures were used to guide it.

6. The JP was designed to achieve the outcome of poor and vulnerable people having predictable access to adaptive universal social protection – and was an effort of the UN Joint SDG Fund. According to its original theory of change (ToC) and results framework, the JP was intended to contribute towards achievement of this outcome through delivering on five outputs – resulting from activities carried out jointly by the PUNOs. Its multi-country approach was expected to enable partner governments to accelerate progress towards the SDGs in support of national commitments and reflective of the vulnerabilities of small island developing States (SIDS) to external shocks – including climate-related events/impacts, and later, the impact of the novel coronavirus (COVID-19). The JP aimed to develop scalable models of universal adaptive social protection – contributing to the progressive realization of universal adaptive social protection systems in Barbados and Saint Lucia.

⁴ See Annex 8 for a full list of key informants interviewed by the evaluation team.

⁵ UN Barbados MCO (2020), UN Barbados and the Eastern Caribbean Annual Results Report 2020.

⁶ OIOS (2021), Evaluation of the Resident Coordinator system contribution to country-level programme coherence. UN Office of Internal Oversight Services. 21 December 2021.

7. Primary stakeholders of the evaluation include the PUNOs, Organization of Eastern Caribbean States (OECS), and Governments of Barbados and Saint Lucia. The SDG Fund was identified as a key stakeholder – with particular interest in how issues of disability were addressed in the JP. The World Bank is another major stakeholder linked to the JP. For instance, the review of the Social Protection Bill undertaken as part of the JP was informed by the updated Social Protection Policy funded by the World Bank.⁷

8. The Resident Coordinator Office (RCO) is also an intended primary user of the evaluation, with strong interest in learning from the experience of implementing the JP. The RCO in Barbados oversaw seven Joint Programmes in the Eastern Caribbean during the JP's implementation period; Figure 1 below summarizes these programmes, their coverage, participating UN partners, budgets, and timelines. This joint evaluation was conducted when joint implementation was a key strategy of the RC system⁸ and the topic of strategic analysis within the ongoing UN Reform process.⁹

9. Annex 11 contains a detailed stakeholder analysis, articulating the specifics of each stakeholder's interests in the evaluation and their involvement in the evaluation process.

Figure 1. Overview of the seven Joint Programmes overseen by the RCO in Barbados



Source: UN Barbados and the Eastern Caribbean Annual Results Report 2020

10. The evaluation was conducted by a team of three independent evaluators (two international, one national; with the female Team Lead from the Eastern Caribbean), formed and managed by Salasan Consulting. For more details on the experience and composition of the evaluation team see Annex 14. The ET used an evaluation matrix to track evidence and argumentation associated with each question and criteria – informing development of findings, conclusions, and recommendations.

11. The evaluation was carried out over the period of January – May 2022, with fieldwork occurring during March and April. The evaluation was conducted because the JP was ending and there was interest in learning around the theme of 'jointness' and in determining whether results are replicable/scalable.

12. The ET utilised opportunities to positively influence gender and power relationships in the evaluation process itself (e.g., by including primary data collection at household and encouraging use of a gender lens by stakeholders during all phases of the evaluation).

⁷ UN Barbados MCO (2021), Memorandum. Request for No-Cost Extension for SDG Joint Programme on Universal Adaptive Social Protection in the Eastern Caribbean.

⁸ UN Barbados MCO (2020), UN Barbados and the Eastern Caribbean Annual Results Report 2020.

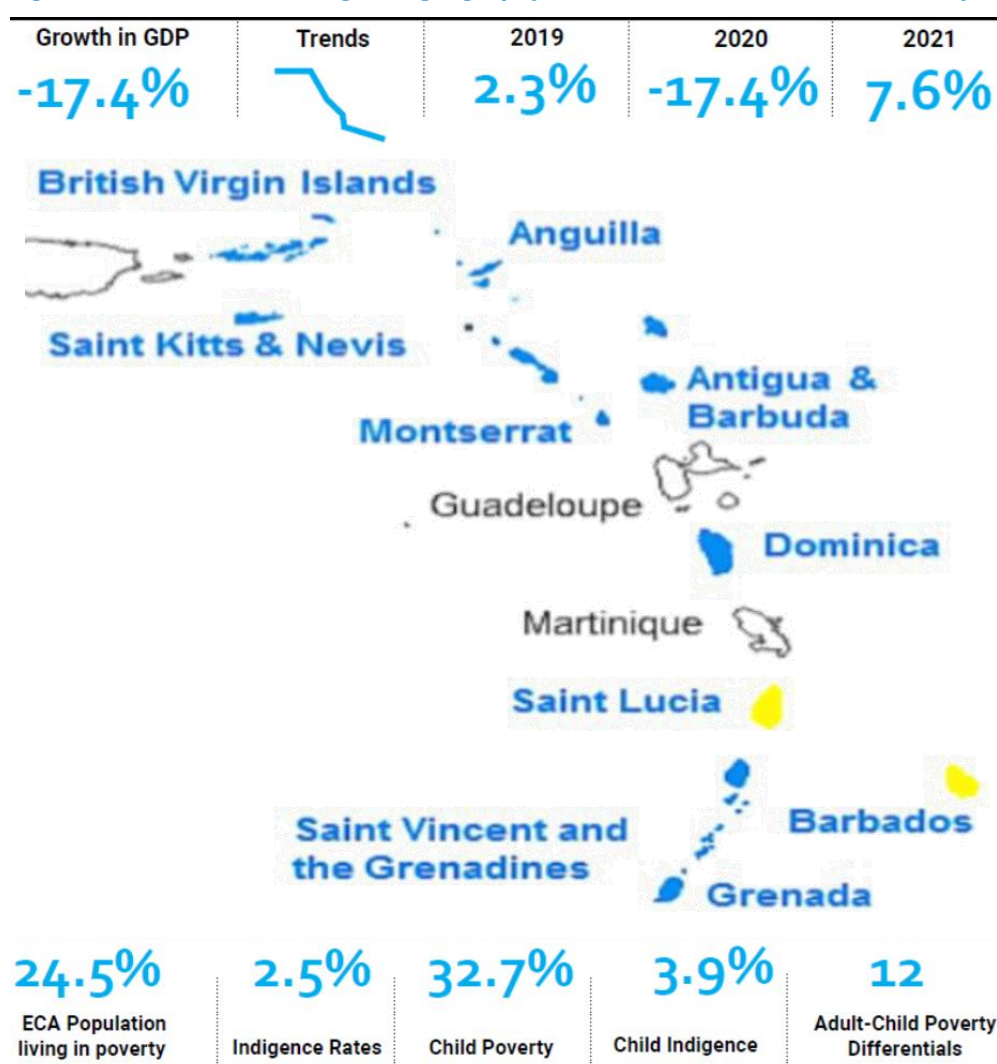
⁹ OIOS (2021), Evaluation of the Resident Coordinator system contribution to country-level programme coherence. UN Office of Internal Oversight Services. 21 December 2021.

1.2. CONTEXT

13. **Eastern Caribbean Countries** (ECCs) face high levels of vulnerability to frequent shocks – including economic crises (the region has experienced a negative 17.4 percent Gross Domestic Product (GDP) growth rate over the past 3 years), climate-change, disasters (floods, earthquakes, volcanoes, hurricanes, etc.), and displacement. As one of the most indebted regions in the world,¹⁰ ECCs lose an estimated US\$3 billion each year because of disasters. Meanwhile, social protection systems are fragmented across the Caribbean.

14. The Eastern Caribbean shows low economic growth with considerable poverty, underemployment and unemployment, and social and gender inequalities. One in four people (24%) lives in poverty and the poverty rate is even higher among children compared to adults, with one in three children (33%) living in poverty and 4% in extreme poverty (see Figure 2 for more details).¹¹

Figure 2. Overview of the regional geography and headline statistics on economy and poverty



Source: Composite graphic constructed by the ET. Map element is from the Joint SDG Fund's Fact Sheet on the JP. Statistical information is from the Barbados MCO Annual Results Report 2020.

15. **Barbados** is located in the Caribbean Sea, near Saint Lucia and Saint Vincent and the Grenadines. It occupies an area of 439 km² with an estimated 97 km of coastline and a population of 287,371.¹² Barbados has transformed from an agriculture-based economy of sugar plantations and production to one heavily

¹⁰ Debt-to-GDP ratio. Reference from JP Evaluation ToR.

¹¹ UNICEF. 2017, Child Poverty in the Eastern Caribbean.

¹² World Bank. 2020. Data. (Available from: <https://data.worldbank.org>)

reliant on the service industry, particularly tourism. Agriculture represents 3.8 percent of GDP,¹³ while tourism makes up 17.5 percent of GDP.¹⁴ According to UNESCO statistics for 2020, Barbados has a high net enrolment rate in primary school (96.5 percent overall, 97.3 percent for males, and 95.8 percent for females) and secondary school (92.6 percent overall, 91.1 percent for males, and 94.2 percent for females). The adult literacy rate is 99.6 percent,¹⁵ and the island's population has access to free education up to the university level. The high enrolment and literacy rate does not however translate into full employment, as there is a relatively high level of poverty and unemployment. Further, poverty and unemployment are gendered; 21 percent of women live in poverty compared to 14 percent of men¹⁶ and unemployment rate among women is 14.5 percent compared to 13.7 percent among men.¹⁷

16. **Saint Lucia** is located in the Caribbean Sea, the second largest of the Windward group in the Lesser Antilles, about 39 km south of Martinique and 34 km northeast of Saint Vincent. Saint Lucia had a total population of 183,629 as of 2020.¹⁸ As with Barbados, Saint Lucia does not rely on the agriculture sector as it once did, with the sector accounting for only two percent of GDP.¹⁹ According to UNESCO statistics for 2020, Saint Lucia's net enrolment rate in primary school was 93.9 percent overall (91.6 percent for males and 96.2 percent for females). For secondary school, net enrolment rate was 83.9 percent overall (81.4 percent for males and 83.7 percent for females). Prior to COVID-19, Saint Lucia had shown signs of growth, with a gradual decline in unemployment rates from 2015 to 2019 (from a high of 24.1 percent in 2015 to a low of 16.8 percent in 2019).²⁰ Labour force statistics from Saint Lucia's Central Statistical Office also show that unemployment in the nation is gendered, with unemployment rates among women consistently higher compared to their male counterparts. For example, in 2020, unemployment rate was 18.5 percent among men and 25 percent among women. The overall poverty rate is at 25 percent and multidimensional poverty at about 24.2 percent, with a significantly higher poverty rate in female-headed households (42.3 percent).²¹ Other key development statistics for Saint Lucia and Barbados are presented in Table 1.

Table 1. Key development statistics for Saint Lucia and Barbados

Indicators	Saint Lucia	Barbados
Human Development Index (HDI)	0.759	0.814
HDI Rank	86	58
Life expectancy (years)	76.2	79.2
Expected years of schooling	14.0	15.4
Gross National Income (GNI) per capita (Constant PPP\$)	14,616	14,936
Inequality adjusted (HDI)	0.629	0.676
Gender Development Index	0.985	1.008
Population in multidimensional poverty (headcount %)	1.9	2.5
Employment to population ratio (% ages 15 and older)	53.2	58.5
Carbon Dioxide emissions per capita (tonnes)	2.3	4.5

¹³ IDB. 2016. Analysis of agricultural policies in Barbados.

¹⁴ UNDP. 2020. First Impact Data. (Available from: <https://www.bb.undp.org/content/barbados/en/home/covid-19--response-programme/first-impact-data.html>)

¹⁵ United Nations Educational, Scientific and Cultural Organization (UNESCO).2018. Barbados. (Available from: <http://uis.unesco.org/en/country/bb>)

¹⁶ Barbados Survey of Living Conditions 2016-2017

¹⁷ Barbados Statistical Service. 2022. Unemployment rate. (Available from: <https://stats.gov.bb/?s=unemployment+rate>)

¹⁸ World Bank. 2020. Data. (Available from: <https://data.worldbank.org>)

¹⁹ FAO. 2022. Building capacity related to Multilateral Environmental Agreements in African, Caribbean and Pacific countries (Available from: <https://www.fao.org/in-action/building-capacity-environmental-agreements/activities/caribbean/saint-lucia/en/>)

²⁰ <https://www.stats.gov.lc/subjects/society/labour-force/unemployment-rates-by-district-and-sex-annual-2010-to-2020/>

²¹ World Bank *Poverty and Equity Brief*, April 2020. https://databank.worldbank.org/data/download/poverty/33EF03BB-9722-4AE2-ABC7-AA2972D68AFE/Global_POVEQ_LCA.pdf

Source: 2019 UNDP report for Saint Lucia and Barbados

17. The **impact of the COVID-19 pandemic** in Saint Lucia, Barbados, and Eastern Caribbean countries was met with a range of responses through existing social protection systems in each country.

18. **Barbados** – The impacts of COVID-19 continued to evolve nearly two years on from the initial declaration of the pandemic, with spikes in cases in late 2020 until 2022.²² People in Barbados endured multiple lockdowns, changes in travel protocols and drastic declines in tourism during this time. The pandemic had severe socioeconomic impacts in Barbados due to the heavy dependence on tourism, which (pre-pandemic) accounted for about 40 percent of jobs, more than half of which belong to women. In Barbados, the government implemented a Household Survival Programme that provided monthly financial assistance to 1,500 families identified as the most vulnerable. Under the Adopt-a-Family Programme, the government worked to provide monthly assistance to vulnerable families, using public funding and corporate/individual donations.

19. The government introduced a Business Cessation Benefit to assist self-employed persons who made contributions to the National Insurance Scheme (NIS) but were not entitled to unemployment benefits. Furthermore, companies that retained at least two thirds of their workforce were allowed to defer payment of employers' NIS contributions for three months. In addition to these measures, the NIS disbursed over BDS\$155 million in unemployment benefits to about 34,000 persons between March 2020 and March 2021. The government also distributed food packages to vulnerable households during the national curfews, including to elderly people living alone, persons living with disabilities, and unemployed adults with children.

20. Barbados experienced low and negative real economic growth following the 2008 financial and economic crisis, considered the most severe and sustained global economic crisis in its history.²³ This was reflected in large fiscal deficits and increasing public debt – the highest in the region at 144.7 percent of GDP at the close of 2017.²⁴ While Barbados' dependence on imports exposes the country to external economic shocks, the government's policy response to shocks has contributed to this debt. In 2018, the Barbados Economic Recovery and Transformation (BERT) Programme was introduced to reduce expenditure, raise revenues, and help the country to get out of this situation. During this process, the aim of the government was to protect the most vulnerable.

21. Additional natural hazards and climate-related shocks affect Barbados, including flooding, drought, tropical storm systems, and occasional earthquakes. While not as hurricane-prone as other Caribbean states, its densely populated, low-lying coastal zone and tourism-based economy mean that hazards can threaten a large swathe of the country and its economy.

22. Prior to the launch of the SDG Joint Fund, the Ministry of People Empowerment and Elder Affairs had explicitly requested the UN's support for an analysis of its social protection system for which use of the Core Diagnostic Instrument (CODI) had been offered as the mechanism to support the government.

23. Poverty levels have been on the rise since 2010, with slight decreases in extreme poverty, but increases of vulnerable people just above the poverty line (with one in four persons living in poverty in 2016).²⁵ Both poverty and vulnerability are gendered: 21 percent of women live in poverty compared to 14 percent of men, and 12.9 percent are vulnerable compared to 9.5 percent of men – and the trend is worsening. About 57.1 percent of those households within the lowest consumption per capita quintile are likely to be headed by women.²⁶ In addition, geographic disparities exist – from 2010 to 2016 the poverty rate in the Parish of Saint John increased from 8.33 percent to 23.90 percent, an increase of at least 5 percent also applies for parishes of Saint George and Saint Joseph.²⁷

24. The social protection system in Barbados includes social assistance to address poverty and social insurance schemes – such as unemployment insurance and pensions – but it is fragmented. The number of

²² Caribbean COVID-19 Food Security & Livelihoods Impact Survey Report BARBADOS. May 2021.

²³ Joint Programme Document – Approved by the SDG Fund Operational Steering Committee – 5 December 2019

²⁴ IDB. 2018. Report on Country Development Challenges.

²⁵ Saint Lucia National Report of Living Conditions. 2016.

²⁶ Ibid.

²⁷ Ibid.

household recipients of government assistance significantly increased, from 5.5 percent of households in 2010 to 8.5 percent in 2016.

25. The National Assistance Programme covers the largest number of people. This included around 3,942 households in 2016 (with spending of about \$3.6 million) and included cash and in-kind transfers (food, clothing, funeral costs, etc.) to those in need, with a focus on children, the unemployed, persons with disabilities, and the elderly. Benefits ranged from BBD \$725 in 2013-2014) to \$1,458 in 2016. Other initiatives included the 'Identification, Stabilization, Enablement and Empowerment' (ISEE) Bridge programme with a duration of two years, and several smaller programmes for specific groups, such as the Home Care Programme (daily activities for the elderly) and the Poverty Eradication Fund for rent and utilities payments.

26. Although a range of social assistance programmes have been provided under the Ministry of People Empowerment and Elderly Affairs, coverage was limited due to budget cuts. This severely impacted the ability of the system, and the main national assistance programme, to respond to shocks and sudden increases in beneficiaries. Programme design features were reactive, rather than proactive in reducing poverty.

27. There has been a need to strengthen governance in this sector, as social programmes in Barbados are dispersed, resulting in potential duplication, as well as gaps. The system presented shortfalls in terms of addressing gender-related issues, such as domestic violence against women and needs of persons with physical disabilities. In this vein, recommendations of the latest Universal Periodic Review (2018) included continuing efforts for poverty reduction and gender equality, reinforcing programmes against the feminization of poverty, measures aimed at ensuring the transparent, efficient, and accountable delivery of public services – while promoting a rights-based approach and '[laying] a solid foundation for people's enjoyment of all human rights.' The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) Committee also stressed the importance of strengthening programmes to combat the feminization of poverty among women-headed households and ensuring redistribution of domestic resources to overcome the consequences of budget cuts.

28. The JP aimed to support the Government of Barbados to not only safeguard previous achievements during the BERT process, but also use the opportunity to rethink the strategic direction of the social protection system: to account for the increased risk of climate-related shocks, to support the transition from a welfare paradigm towards the progressive realization of universal coverage as a vanguard across the Caribbean and to close existing gaps due to fragmentation so no one is left behind.

29. It was key to include gender- and shock-responsive considerations, and to support the government in identifying gaps, duplications, and areas for development – as well as in ensuring the availability and use of data sources across sectors.

30. **Saint Lucia** – Due to the impact of COVID-19, Saint Lucia endured multiple lockdowns and changes in travel protocols and the government introduced several interventions in support of affected people.²⁸ Social protection measures responded to the widespread economic repercussions of the pandemic; all governments in the English-and-Dutch-speaking Caribbean turned to social protection to support people, through pre-existing or new programmes introduced in the wake of COVID-19.

31. In Saint Lucia, the government established the Economic Relief Programme (ERP) to provide temporary income support to persons who became unemployed because of COVID-19 and who had paid contributions to the National Insurance Corporation (NIC). In addition to the ERP, the government launched an Income Support Programme for persons who were not previously registered as contributors to the NIC.

²⁸ Caribbean COVID-19 Food Security & Livelihoods Impact Survey Report SAINT LUCIA May 2021.

32. With the support of the Joint SDG Fund, WFP, and UNICEF, the government also expanded the Public Assistance Programme (PAP) to include an additional 1,000 households (horizontal expansion of social protection benefits) and provided monthly top-ups to people living with HIV already registered under the programme, as well as to those households receiving the Child Disability Grant and Foster Care Grant (vertical expansion of social protection benefits).

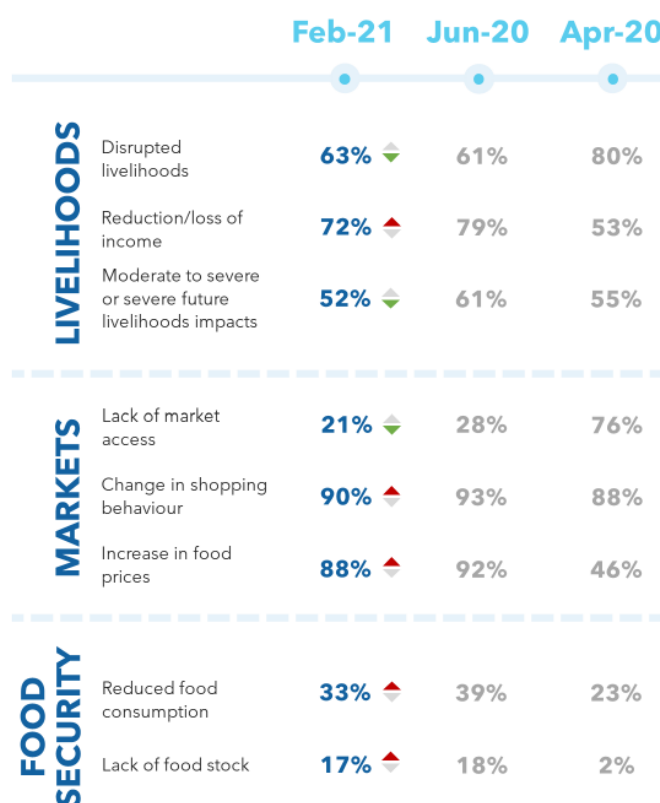
33. To address growing food insecurity (see Figure 3 for more details), the government (in partnership with the Saint Lucia Hotel Tourism Association) launched the National Meals Programme. In the initial phase, the programme provided thousands of meals for daily distribution and consumption. In its second phase, the programme shifted to distributing weekly food boxes containing local produce directly sourced from local producers to vulnerable households. The JP supported modelling of universal adaptive social protection systems. Through this programme, the Ministry of Equity, National Insurance Corporation and the National Emergency Management Organization (NEMO) were able to provide support for persons displaced by the pandemic (for example, bus drivers received subsidies from the Ministry for reduced travel load of their buses).

34. **Eastern Caribbean Countries (ECCs)** - Faced with the widespread economic repercussions of the pandemic, all governments in the English- and Dutch-speaking Caribbean turned to social protection to support people, through pre-existing or new programmes introduced in the wake of COVID-19. ECCs are highly vulnerable to shocks, including economic crises, climate-related/natural hazards as well as displacement. In the four decades prior to the evaluation, the Caribbean suffered over USD 22 billion in damages as a direct result of disasters. Climate-related events increased both in severity and in frequency, rising by 347 percent between 1950 and 2016. Additional factors associated with hazards contribute to the overall risk for people and economic assets, increasing their vulnerability.

35. People are more vulnerable to the impact of both climate-related and other shocks when they live in poverty and lack assets to prepare for, withstand, and respond to such shocks – or to pro-actively adapt to anticipated climate change effects. Globally, climate-related events are estimated to undo up to 40 percent of the poverty reduction achievements to date.²⁹

36. Gender inequality is evidenced by higher poverty levels amongst women-headed households with children compared to households headed by men, pay gaps in the labour market, higher rates of unemployment, unequal distribution of unpaid domestic and care work, and pervasive domestic violence. Social protection systems and a variety of social protection programmes exist in ECCs, but these fall short in adequately meeting the needs of all people – especially the most vulnerable. Existing structures face fragmentation and would benefit from increased coverage, better coordination, strengthening delivery

Figure 3. COVID-19 food security impact in Saint Lucia – May 2021



Source: WFP (2021), Caribbean COVID-19 Food Security & Livelihoods Impact Survey, Saint Lucia Summary Report | May 2021.

²⁹ Joint Programme Document – Approved by the SDG Fund Operational Steering Committee – 5 December 2019.

mechanisms and administration systems; revising and implementing legislative and policy frameworks; and maximizing and increasing fiscal space.

37. Extreme events (including droughts, flooding, hurricanes, and tropical storms) – which will likely occur every year – are one of the key challenges in the region for sustainable development and poverty reduction. The effects of climate change are also seen in risks of sea-level rise, coastal erosion, saltwater intrusion into coastal agricultural lands and aquifers, more frequent and severe coastal inundation and flooding, and disruptions in precipitation and potable water supplies. The most vulnerable populations often face land tenure issues that either block or dis-incentivise investments in pro-active adaptations.³⁰

38. Migration is an issue in the aftermath of climate-related shocks (for example, Antigua and Barbuda and Saint Lucia received people from Dominica following Hurricane Maria, and more recently, the displacement caused by Hurricane Dorian in the Bahamas), as well as from economic and political crises. The OECS Policy on Rights Contingent to the Freedom of Movement aims to ensure that a citizen of a Protocol Member State who exercises the right of free movement enjoys the same general and social rights and privileges accorded to a citizen of the host Member State. Despite adoption of the policy by all OECS Member States, implementation was pending at the time of the evaluation. There was also an identified need to better define mechanisms on how people from outside of OECS Member States (particularly those fleeing a disaster or crisis) access services.

39. The five PUNOs that implemented the JP (WFP, UNICEF, ILO, UN Women and UNDP) are among the **eighteen UN agencies working through the Barbados-based Multi-country Office** (serving Barbados, seven OECS countries, and three British Overseas Territories). Under five joint programs, they supported the pursuit of the SDGs in partnership with national Governments and regional organizations (such as the OECS Commission and the Caribbean Disaster Emergency Management Agency). WFP, UNICEF, ILO, UN Women, and UNDP directly implemented the JP, building on their other programming in the sub-region.

40. Other **development partners** supporting complementary initiatives to the JP included the World Bank, Interamerican Development Bank, UN-India Development Partnership Fund (administered through United Nations Office for South-South Cooperation (UNOSSC), and the Caribbean Development Bank.

1.3. SUBJECT BEING EVALUATED

41. The subject of this Final Joint Evaluation of the is the Joint SDG Fund's Joint Programme (JP) titled: 'Enhancing Resilience and Acceleration of the SDGs in the Eastern Caribbean: Universal adaptive social protection modelled at the community, national, and sub-regional levels.' This JP envisioned specific contributions to: "accelerating progress towards the SDGs in supporting the governments' goal to make the current social protection policy fit for shock response by linking it closely to disaster risk management and climate change adaptation efforts, based on better availability and use of data at community and household level".³¹ Geographically, the JP covered Barbados and Saint Lucia directly, and other ECCs through its engagement with the OECS Commission.

42. While the JP envisioned contributions toward regional policy development, it also aimed to achieve specific impacts at community and household level - to demonstrate the viability of and learn from piloted models of adaptive social protection (ASP).

43. Theory of Change (Annex 12) and more detailed Logic Model (Annex 13) were developed during JP formulation. However, the evaluation team identified several shortcomings, particularly the results framework did not fully allow for analysis of the JP's more qualitative/strategic/systemic results. There were no impact indicators included in the JP's logical framework, while this is an expected area of analysis (according to the evaluation criteria specified in the ToR). This said, the project document does include high-level impact indicators related to SDGs, but these are reported on by governments and do not fully serve the purpose of accountable monitoring at the programme level.

44. While we acknowledge that categorical/typological terminology is necessary and useful in planning and management, we also recognize that this terminology is somewhat fungible (that is, outputs, outcomes, and impact level results often make sense – definitionally – from the perspective of some stakeholders and/or

³⁰ Evaluator's notes; KIs with beneficiaries of assistance provided through the JP's pilot projects. 2022.

³¹ ToR, p. 4, para. 18.

need to be considered contextually and practically for the purpose of evaluation). This prompted the ET to develop a revised Theory of Change (ToC) grounded on the causal pathways in the existing logic model, but also further articulating the results levels and linking them to the evaluation's causal analysis. This revised ToC was used in the evaluation to complement other articulations of the JP's logic (i.e., those documented in the JP concept note, project document, and reporting).

45. Conceptually, the ToC developed for the evaluation drew on global discourse regarding adaptive social protection, while the JP's Project Document provided its operational definition. In program documentation, these terms were used interchangeably and differentiated by nuance (e.g., it is possible to adapt social protection (SP) to non-shock covariates such as structural poverty). Throughout the evaluation, the ET merged the concepts of 'shock-responsive social protection' and 'adaptive social protection.' The text below articulates this conceptualization:

Adaptive Social Protection: "[M]easures which aim to build resilience of the poorest and most vulnerable people to climate change by combining elements of social protection, disaster risk reduction and climate change adaptation; and . . . the adaptation of routine social protection systems and programmes to support people at risk of or impacted by climate-related, economic and political shocks affecting a large proportion of the population simultaneously (covariate shocks)."³²

46. At the community level, the JP planned to "support the design of innovative community-based adaptive and shock responsive services within existing national programmes to generate evidence for social protection reform and strengthen the targeted communities' ability to anticipate, absorb and recover from major shocks".³³ The ToR states that the **goal of the JP** is "the development of a customized and transformative model of universal adaptive social protection built on an expanded understanding of vulnerability in Saint Lucia, Barbados, and the OECS."³⁴

47. The JP was designed to contribute to the development of an adaptive and universal social protection system targeting the Eastern Caribbean most marginalized and vulnerable population with particular attention being paid to the needs of women, children, elderly, youth, persons with disabilities and migrants.

48. The focus on conceptually expanded vulnerability analysis at household and community levels co-existed in the JP with high-level regional strategic interventions. The Programme Document indicated that the JP supports Joint SDG Outcome 1: 'Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale,' and summarized the JP as, 'creating an enabling environment for poor and vulnerable people to have predictable access to universal and adaptive social protection.' The JP Programme Document noted targeted SDGs and sub-SDGs.

49. It was expected to contribute to strengthening institutional capacities to expand coverage of social protection through identification of at-risk populations through vulnerability analysis. While the main target to be addressed is SDG 1.3 (reduce poverty through nationally appropriate social protection systems), it also promoted and monitored equality and non-discrimination based on sex (SDG 5.1) and strengthened resilience and capacity to cope with climate-related hazards and disasters (SDG 13.1). The programme also supported SDG target 5.4 through the development of a regional census-based approach to measurement of SDG 5.4.1.

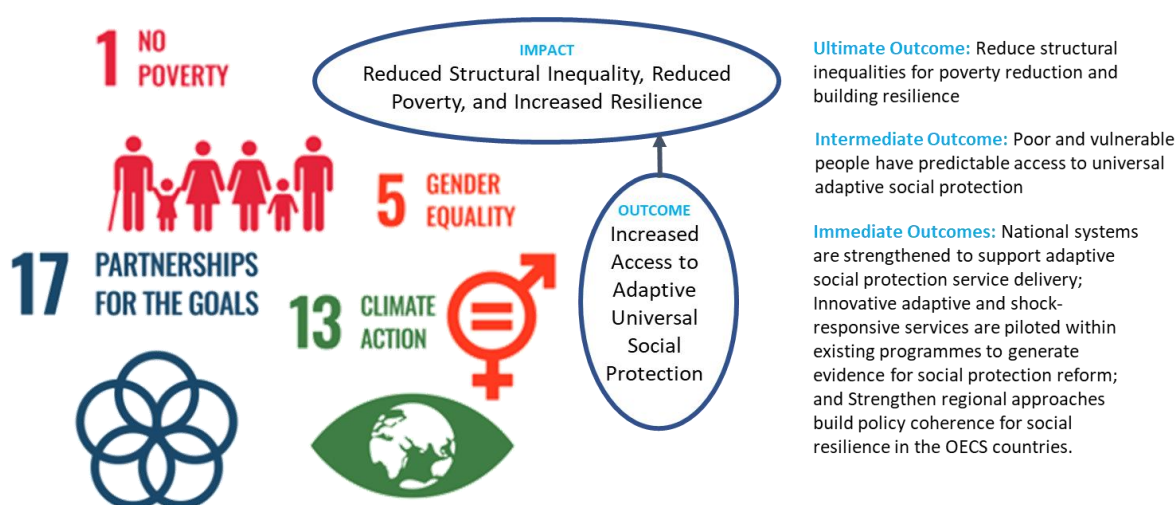
50. Given the linkages between social protection, food security, and resilience, the JP also supported SDG 2.1 and SDG 10.4. The integration of climate change in the JP supported SDG 13.2. At the end of the JP, the universal adaptive social protection model was intended to be scalable: an accepted framework for implementation in most – if not all – of the 11 OECS countries and territories. In this regard, it was also expected to contribute to SDG 17.17 and 17.18. Figure 4 simplifies and visually depicts these linkages.

³² ProDoc, p.1; adapted to reflect a synthesized definition of shock-responsive social protection as included in the larger concept of adaptive social protection. These are almost interchangeable terms; they are differentiated by nuance.

³³ ToR, p.7, para. 34. Based on information gathered during the inception phase, it is apparent that many of the planned community-level activities have not taken place due to COVID-19 and corresponding adaptations in the programme.

³⁴ Ibid, para. 36.

Figure 4. Outcome-impact causal contributions over time and visualisation of relevant SDG targets



Sources: Ultimate, Intermediate, and Immediate Outcome statements are from the Theory of Change diagram that was included in the Concept Note for the JP; depictions of impact and outcome result levels are products of the ET; the SDG logo mash-up reflects the focus of the JP's contribution towards the SDGs. The 2021 Annual Report discusses specific results related to SDG 1, 5, and 13. The ET has included SDG 17 because of its implicit relevance and the transformative contribution of partnerships.

51. The JP was a two-year programme that was approved in December 2019 and expected to be completed from January 2020 until January 2022.³⁵ It was co-led by UNICEF and WFP and implemented jointly with ILO, UNDP, and UN Women. The budget documents indicated an overall budget of the programme of USD \$4,859,6336 with the Joint SDG Fund providing \$3,000,000 and \$1,859,634 contributed by the five PUNOs.

52. WFP and UNICEF were the co-leads, with expertise supporting governments in the development and strengthening of social protection systems, programmes and policies. WFP also has expertise in the Caribbean in disaster risk management and shock-responsive intervention, including cash-transfers, with social protection focus; while UNICEF brings its expertise on social protection policies and partnership with OECS. Both agencies were responsible for the Joint Programme strategic engagement and dialogue with countries and regional counterparts. UNDP, UN Women and ILO were responsible for the implementation of activities as described in Table 2.

Table 2. Key activities of each PUNO

Key Activities	Accountable PUNO
1.1 Review Saint Lucia legislation to include adaptive social protection and gender-responsiveness, alongside the review of respective policy (with WB)	UNICEF
1.2 CODI & roadmap follow- up in Barbados	ILO, UNDP, UNICEF
1.3 Review Saint Lucia disaster risk management national plans to include adaptive social protection considerations	WFP
1.4 Analysis of Saint Lucia household budgetary survey and other data, including related to gender, to inform policy revision (1.1)	UNDP, UNICEF
2.1 Analysis of expenditure and fiscal space for adaptive SP in Barbados and Saint Lucia	ILO, UN Women, UNICEF

³⁵ The initial duration is 2 years with an extension granted until May 2022 to allow finalising of the evaluation.

³⁶ The amount stated in the ToR and overview of the budget in the Programme Document is \$4,804,402, while \$4,859,633 is the total presented in the budget document.

Key Activities	Accountable PUNO
2.2. Design of new financing Strategies for adaptive and shock-responsive social protection in Saint Lucia & Barbados	WFP, UNDP
3.1 Reviewing and addressing gaps to ensure access to social services to support adaptive universal social protection, including for women (Saint Lucia)	UNICEF, UN Women
3.2 Reviewing and optimizing delivery mechanisms and supply chain (cash, in kind)	WFP
3.3 Procedures for social assistance, including for shock response/tailoring social assistance for emergencies	WFP, UNICEF
3.4 Data analysis & planning	WFP
4.1 Piloting of community-level shock-responsive SP interventions in Saint Lucia	WFP
4.2 Analysis of livelihoods, seasonality, and risks at community level in Saint Lucia	WFP
5.1 Strengthening OECS wide framework for adaptive social protection	UNICEF, ILO, WFP
5.2 South-South Exchange and Learning	WFP, UNICEF
5.3 Development of a regional census-based approach to measurement of SDG 5.4.1 (unpaid care work) and technical workshop on use of data in post-disaster needs assessment	UN Women

53. In addition to the planned activities listed in Table 2, several achievements were added – in part due to the re-allocation of funds and shifting focus of the JP in response to the COVID-19 pandemic. These initiatives include supporting the OECS SP conference (ILO & UNICEF), supporting the OECS in developing a Social Protection and Social Inclusion Strategy (ILO & UNICEF), conducting a labour market analysis of Barbados (ILO), and conducting an actuarial review of the National Insurance Fund of Saint Lucia (ILO). In addition, several pilot projects were developed in the JP – including a shock-responsive pilot led by WFP (providing support after hurricane Elsa) and a pilot led by UN Women targeting 25 households for support related to unpaid care work along with wrap-around social service support.

54. While the JP did include direct household-level support as part of pilot projects (1,598 are reported to have benefited from adaptive social protection programmes using cash transfers and 25 women-headed households received stipends for childcare and access to vocational training, counselling, and service referral), this programme was largely strategic – and the ‘value’ of direct assistance to households (from the perspective of the JP’s results framework) was mainly the opportunity it provided for modelling and learning from the adaptive mechanisms being strengthened. Taking this perspective, it has been decided jointly with the evaluation manager not to provide more details about the value of the transfers in this section as they were a vehicle to modelling and learning but not the main objective of this JP.

55. The JP was directly implemented in Barbados and Saint Lucia, with a regional outreach through South-South cooperation, knowledge exchange, and policy advocacy. In Barbados, the JP assisted with use of the Core Diagnostic Instrument (CODI) to assess the performance of the country’s social protection system and design new strategies for adaptive social protection considerations. In Saint Lucia, the programme sought to review associated legislation and policies, review the national social protection plans, and pilot shock-responsive social protection interventions (thus, the households reported to benefit from adaptive social protection programmes in the results framework were households in Saint Lucia).

56. The Table 3 lists indicators specified for each programmatic output and values at the end of 2021.

Table 3. Units of measurement used in JP outcome and output indicators

Quantitative measures of programme results			
Result	Indicator unit of measurement	2021 Status	Final Target
Outcome 1	# households benefiting from adaptive social protection programmes ³⁷	1,598	1,598
	Social protection adaptivity and universality score (composite, HH-level)	3.2	3.2
	# recommendations from JP adopted in policies and programmes	2	3
Output 1.1	# social protection/DRM policies drafted (inc. adaptive/shock-responsive)	2	2
	# reports produced analysing vulnerability ³⁸	3	7
Output 1.2	# social protection fiscal analysis/expenditure reviews	0	3
	# forward-looking financing strategies developed ³⁹	2	2
Output 1.3	# tools, protocols, and manuals on adaptive systems developed	1	3
	# government staff trained ⁴⁰	114	TBD
Output 1.4	# households targeted receiving cash transfers through ASP programmes in Saint Lucia ⁴¹	1,598	1,598
	# changes to SP/DRM data mgmt., delivery, targeting, coordination, or financing systems	2	2
Output 1.5	# South-South Cooperation, knowledge-exchange and learning events	7	7
	# regional frameworks, strategies, and plans revised to include ASP considerations	1	1

Source: JP Annual Report 2021

57. At the end of 2021 the overall implementation rate was 84 percent; expenditure rate was 83 percent.⁴² In Barbados, a key achievement was the establishment of a coordination mechanism to support the implementation of a system-wide social protection assessment and reform of the country's social protection system, including making it gender-responsive and establishing links to disaster risk management. In Saint Lucia, due to COVID-19, the JP supported the strategic reallocations of JP funds, co-financing the temporary expansion of four different social protection programs: Public Assistance Programme (PAP) expansion, Child Disability Grant top-up, Foster Care Grant top-up, and a 100 percent increase to persons living with HIV/AIDS. The JP also supported the transition to a permanent expansion of coverage by 38 percent of the Public Assistance Programme (PAP). Legislative review work continued (also supported by the World Bank) along with strengthening capacities of disaster risk management stakeholders. Regionally, the JP made progress on the development of an OECS Social Protection Strategy.

58. In support of governments' efforts in responding to the pandemic, JP activities and funds were repurposed to focus on activities to increase people's access to universal adaptive social protection.

59. In Saint Lucia, the JP supported the government's response to COVID-19 by financially and technically assisting with the expansion of social assistance – PAP (triggering a permanent expansion of the regular support provided through the PAP programme and informing the design of the PAP programme), the Child Disability Grant, children in foster care and persons living with HIV/AIDS. This real-time support was instrumental in preparing social protection systems to respond to shocks in the future. Gender, equity, and human rights were considered in the design of the JP; the programme document refers to three specific dimensions addressed by the JP – accelerating SDG 5; considering gender equality and women's empowerment (GEWE) as a cross-cutting theme; and identifying interventions specifically-designed to respond to the needs of marginalized women, people living with disabilities, and other marginalized people whose needs are not adequately addressed through gender-mainstreamed elements.

³⁷ The 2021 Annual Report indicates that these households included 2,990 men, 2,008 women, and 592 children (sex is not specified for the children, nor is any data included regarding disability status of the population covered).

³⁸ The 2021 Annual Report notes that the remaining outputs under 1.1 and 1.2 are on-track for completion in Q1 of 2022.

³⁹ Not reflected in the AR, but the two forward-looking financing strategies were reported by UNDP in Q1 of 2022.

⁴⁰ The lack of a target for this indicator is indicative of an opportunistic/adaptive approach towards training within the JP. This figure includes the additional 30 government staff in Saint Lucia trained by UNDP in Q1 of 2022.

⁴¹ This indicator is redundant with outcome indicator 1; it specifies the focus on Saint Lucia for these indicators.

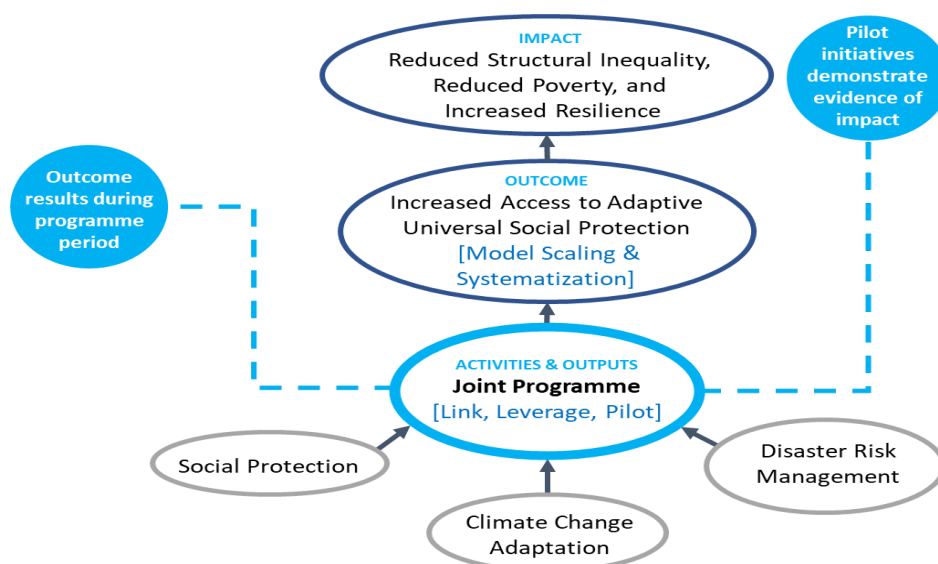
⁴² MCO for Barbados and the OECS (2022), Joint Programme 2021 Annual Progress Report.

60. The logic model in Figure 5 portrays the evaluation's simplified revised ToC and shows the main causal logical depiction of the expected results. This is a result of the requirement in the ToR for the ET to review and revise the ToC. The main difference with the original ToC is that the one below indicates that the outcomes are expected to contribute to impact level results (i.e., reduced structural inequality, reduced poverty, and increased resilience). This element was added because, while the ToR requested the evaluation to assess the impact of the JP, impact level results were not articulated in the ToC.

61. Figure 5 was presented to the ERG and EC during the inception period and accepted by both groups of stakeholders. The diagram positions the JP at the activity/output level and recognizes the non-linear process by showing some outcome and impact level results may have been achieved during the programme period as part of piloting/modelling of adaptive social protection systems.

62. The key assumptions underpinning the revised ToC remain: 1) governments and their partners show continued commitment at the national, community and regional level to strengthen capacities for a coherent and adaptive national system providing integrated social protection service delivery; 2) fiscal policies and related reforms will keep budget deficits and debt levels to current or lower levels to allow for innovative financing strategies; 3) space and platforms for evidence to inform decision-making exist, and they can be utilized as part of strengthening social protection reform and shock-responsive services; 4) regional mechanisms and institutions can support regional policy coherence for social resilience in the OECS/Eastern Caribbean; and 5) donors and development partners will support the programme and its integration and/or complementarity within existing and forthcoming social protection initiatives and investments.

Figure 5. Revised Theory of Change

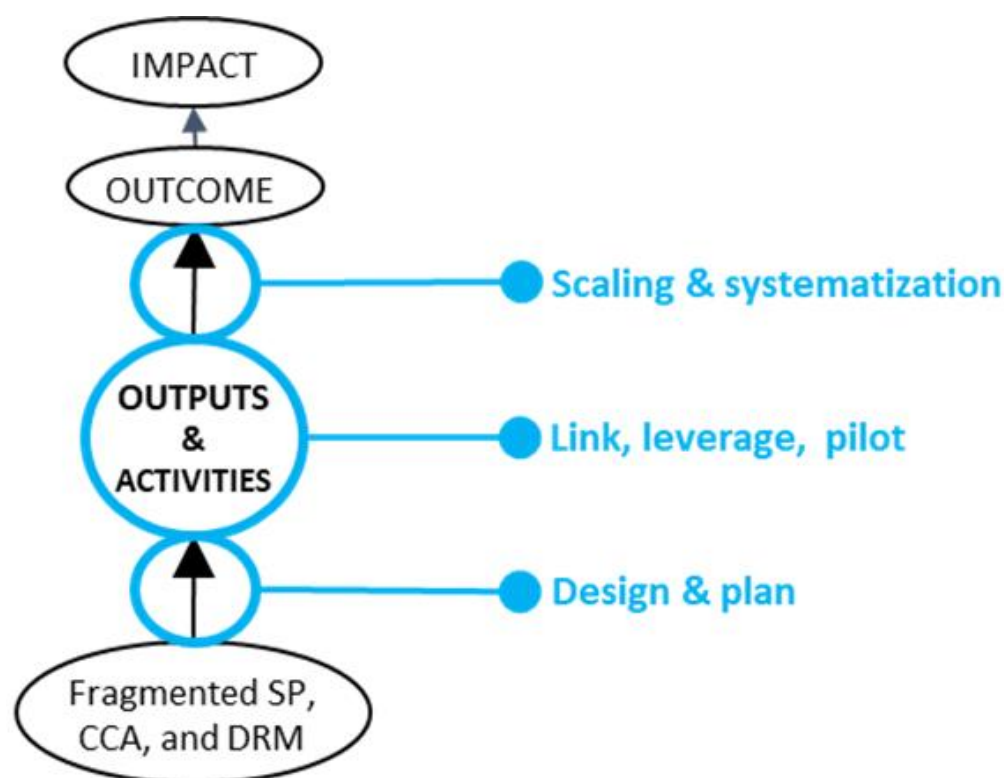


Source: Evaluation Team

63. The inception phase included a rapid assessment of the evaluation's evidence ecosystem – looking at evaluability in terms of data availability and conceptual ambiguity. One of the key insights emerging from this process was the need for clear elaboration of an impact layer of results in the JP's logic model, given that the ET was expected to investigate the impact of the programme. Consequently, the ET proposed that the first two indicators of results at outcome level be grouped as measures of impact. The third indicator was treated with an expanded line of inquiry that considered process dynamics and less-easily quantified aspects of the JP's outcomes. The critical results contribution pathways were also identified by the ET and are presented in Figure 6.

64. Apart from an OIOS evaluation of the RC system (which found a range of views among stakeholders at different levels with regards to their preference of operational coordination modes), few relevant previous evaluation reports were identified to inform the evaluation. However, assessment documents produced before the JP and during the JP included relevant recommendations regarding social protection system development (though not specifically joint programming).

Figure 6. Critical results contribution pathways in the JP ToC used to focus evaluation analysis



Source: Evaluation Team

65. The UNDP Independent Country Programme evaluation in Barbados and the Eastern Caribbean provided insights from the perspective of UNDP – including a finding related to social protection: “through stronger partnerships with other United Nations agencies, UNDP has positioned itself as more of a player [in] social protection programming . . . Previous efforts on health insurance coverage and human rights, while relevant to the countries’ needs and aligned to the principle of leaving no one behind, were too fragmented, with limited effectiveness.”⁴³

66. Both, the OIOS and the UNDP evaluations were finalized late in the process of the implementation of the JP (in 2021). Therefore, this evaluation will not specifically assess if their recommendations have been taken into account during the design and/or implementation of the JP as it’s considered that there was not sufficient time for the implementation of these recommendations.

67. The evaluation encompassed **all JP activities over the duration of the programme in Saint Lucia and Barbados, at the regional-level**, and South-South Cooperation achievements. The evaluation did not fully cover the short extension at the end of the programme until May 2022, considering performance only to the 15th of March 2022. The evaluation addressed the contribution of institutional strengthening and capacity building (including of PUNO collaboration) to results for vulnerable populations. The thematic analysis focused on three segments (critical causal pathways) of the programme results chain.

⁴³ UNDP Independent Evaluation Office. 2021. Independent Country Programme Evaluation: Barbados and the Eastern Caribbean.

68. The evaluation identified scope priorities to best utilise resources within time constraints. It gave special attention to SDG 17 and issues related to partnerships and synergy. Rooted in the evaluation's dual objectives of accountability and learning, the evaluation scope balanced investments in verifying planned results and answering the evaluation questions.

69. The evaluation covers **all the population groups targeted by the JP**. The JP identified all people in need - living in poverty and being vulnerable to the impacts of climate change - as the key target group with particular attention being paid to the needs of women, children, and older persons directly – as well as youth, persons with disabilities, and migrants indirectly where their needs are specific and in the event of shocks will be further left behind.

1.4. EVALUATION METHODOLOGY, LIMITATIONS, AND ETHICAL CONSIDERATIONS

70. The evaluation approach was mixed-method, theory-based, and utilization-focused. This approach included perspectives of marginalized populations in analysis of processes and results. Systematic triangulation of evidence from several streams of data was structured by an evaluation matrix and used to answer questions, form evidence-based conclusions, and develop useful recommendations. The evaluation covered JP activities in Saint Lucia and Barbados, at the regional-level, and South-South Cooperation achievements over the duration of the programme.

INCEPTION PHASE AND EVALUABILITY ASSESSMENT

71. The depth of coverage was determined by assessing relevancy to the main lines of inquiry developed through the sub-questions and indicators. The evaluation established indicators for each of the evaluation sub-questions in the evaluation matrix (see Annex 4). These drew on existing indicators in the JP results framework, as well as approaching the lines of inquiry in qualitative terms using a constructivist lens that allowed for the articulation of unexpected and complex aspects in the causal flow of the programme (e.g., adapting to COVID-19).

72. The evaluation questions were intended to address the Organization for Economic Co-operation and Development - Development Assistance Committee's criteria of relevance, coherence, effectiveness, efficiency, impact, sustainability, and a cross-cutting criterion of gender, equity, and social inclusion. The evaluability assessment conducted during the inception phase included the development of a revised ToC along-side a revised set of evaluation questions and sub-questions. Several sub-questions were consolidated or deleted due to redundancy, re-categorization, and/or refinement of the evaluation scope. The Evaluation Reference Group was engaged in a detailed review of the specific changes made to the text of the questions and engaged in discussion of how the revised questions align with the revised Theory of Change – ensuring the evaluation's theoretical coherency and stakeholder ownership.

METHODOLOGICAL APPROACH

73. The Table 4 below lists the final list of questions and sub-questions that were included in the evaluation matrix (see Annex 3).⁴⁴ The evaluation matrix was used throughout the evaluation, with updates as needed. The focus of data collection in Saint Lucia was specified after the ET had an opportunity to review further information regarding WFP's adaptive social protection pilot and ongoing monitoring activities – and to discuss key results with technical resource people involved at the level of the individual PUNO. Based on this review, the ET decided to directly interview ten households that were beneficiaries of the various pilots conducted under the JP.

⁴⁴ Numbering has been updated after removal and/or consolidation of some sub-questions; refer to the ToR in Annex 1 to view the original set of questions.

Table 4. Revised evaluation questions and sub-questions for each criterion

REVISED Evaluation Questions, Criteria, and Sub-Questions	Mix of Methods
1 – To what extent are the JP design and implementation relevant and coherent? RELEVANCE, COHERENCE	
1.1 To what extent were the JP's design and implementation based on evidence of the needs/priorities of the most vulnerable groups?	Document Review (DR), Key Informant Interviews (KII)
1.2 To what extent was the design and implementation of the intervention relevant to the wider context and achievement of the SDGs? ⁴⁵	
2 – What are the results of the JP? EFFECTIVENESS	
2.1 To what extent were the expected outputs and outcome of the JP achieved?	DR, KII, debriefing workshop, development of conceptual framework.
2.2 What major factors influenced the achievement or non-achievement of outputs?	
2.3 Are there any significant unintended (positive or negative) results of the JP?	
2.4 To what extent were the PUNOs able to effectively adapt the implementation of the JP to the COVID-19 context?	
3 – How efficient were the partnerships of the PUNOs and partners in implementing the JP and leveraging further resources? EFFICIENCY	
3.1 What facilitated or hindered operational efficiency of the JP and its links to / leveraging of other development efforts/actors/resources?	DR, KIIs
3.2 To what extent were synergies created through the Joint programme and what was the added value of the 'joint' nature of the programme?	KIIs, (r)ToC validation
3.3 To what extent were funds deployed against plan by activity and PUNO in timely manner?	DR, KIIs
4 – Is there evidence that in the long-term the JP is likely to contribute to changes in vulnerability? IMPACT	
4.1 To what extent is the JP likely to contribute to increased resilience and or reduced poverty among its target group?	DR, KIIs, PDM data review
5 – To what extent are the benefits of the JP sustainable? SUSTAINABILITY	
5.1 To what extent is it likely that the benefits of the JP at the national and regional level will continue after its implementation ceases?	KIIs and debriefing workshop, DR
5.2 To what extent are the synergies and collaboration created through the JP between the PUNOs likely to persist after its completion?	KIIs, DR
6 – To what extent did the JP consider and contribute to gender equality, equity, and social inclusion? GENDER, EQUITY, AND INCLUSION	
6.1 To what extent was the JP design, implementation and monitoring sensitive to gender, equity, inclusion of persons with disabilities and social inclusion?	DR, KIIs
6.2 What are the results of the JP in terms of gender equality, women's empowerment, equity, inclusion of persons with disabilities and social inclusion?	DR, KIIs, secondary monitoring data

Source: Evaluation Team

74. The evaluation methodology was simple by design and maintained a light footprint. The mix of methods included desk review, individual and group interviews/discussions, thematic analysis of adaptive social protection systems dynamics (focusing on specific nodes of causal contribution identified in the revised ToC), and participatory stakeholder engagement via remote electronic channels. The evaluation's sampling strategy was purposive and focused on following the logic of the various lines of inquiry. In particular, the evaluation highlights vulnerability and marginalization issues related to gender equity, climate change adaptation, and disaster risk management. The flows of evidence from document review, secondary data, and interviews/discussions were triangulated to build findings, conclusions, recommendations, and lessons learned. The ET engaged 27 key stakeholders (17 women and 10 men) and ten direct beneficiaries (at household level in Saint Lucia: 6 women and 4 men) in primary data collection activities (see Annex 8 for a detailed breakdown of stakeholders consulted).

⁴⁵ The 'wider context' is assumed to refer to the Eastern Caribbean region – though the ET also considers global conceptual relevancy and temporally-defined contexts (e.g., the context of the global COVID-19 pandemic).

75. Data disaggregated by sex and age was generally not available. The JP's pilot initiatives targeted at the household level and assumptions were made about the average household size and breakdown of sex ratios within each family (actual data on household characteristics is owned by the government and largely confidential). Post-Distribution Monitoring (PDM) data collected from participants in the WFP pilot (hurricane Elsa response) offered this to some extent, but the PDM survey instrument did not specifically collect information on disability and relied on 'other' as a response option to capture factors that fall outside of those listed in the tool. PDM summary analysis did not include discussion of 'other' responses. The UN Women PAP pilot targeted women-headed households; it focused on issues of gender equality and empowerment (providing support for unpaid care work so as to enable poor women to attend vocational training and access services).

DATA COLLECTION METHODS

76. The evaluation matrix documents how the ET answered each question and sub-question. This was complemented by an internal evidence matrix that was used by the team to organize streams of data into a coherent base of evidence. The evaluation matrix was also used to retain the scope and focus of the evaluation on usefulness. The evaluation purposefully focused engagements with stakeholders by keeping tools targeted and concise.

77. The inception phase led to a revised set of evaluation questions corresponding to the logic of a revised ToC. This enabled a focused list of evaluation sub-questions and a clear logic model on which to base the evaluation. The thrust of the analysis that emerged from these revisions was the consideration of what value is added by the JP's 'jointness.'

78. The ET specifically considered issues of gender equality and intersectional vulnerability across the evaluation's analytical framework as cross-cutting themes. The ET reviewed the pilot conducted by UN Women as part of the JP, for insights into how gender and disability issues were addressed – as well as the shock-responsive vulnerability index developed and piloted with support from the JP, to consider if/how it improved SP targeting with respect to intersectionality.⁴⁶

79. The **desk review** addressed the abundant secondary data and documentation produced by the JP. The inception report included a preliminary listing of documents that was developed into a formalized bibliography for the ER. The desk review fed into the evidence matrix where the team populated an Excel workbook with evidence from the documentation pertinent to specific sub-questions. The evidence matrix also captured insights derived from interviews and facilitated triangulation of these sources. Evidence captured in the matrix was considered both in terms of its quantity/coverage and through synthesis.

80. **Individual and group interviews** were utilised to collect primary data and obtain views from a diversity of stakeholders. The ET conducted 27 KIIs based on purposive sampling (focusing on actors identified in the stakeholder mapping and detailed in Annex 11).⁴⁷ There were 17 women and 10 men among the key informants, the main criteria for the selection being the position held and knowledge of the JP. The Evaluation Team also conducted 10 interviews with the direct beneficiaries (6 women and 4 men) of the pilots implemented as a part of the JP. The data collection tools are presented in Annex 5 and Fieldwork Agenda in Annex 6.

⁴⁶ Evaluation sub-questions 6.1 and 6.2 include discussion of inclusion of persons with disabilities and incorporate the guiding questions on this topic provided in Annex 12 of the ToR as indicators for these sub-questions in the Evaluation Matrix. These guiding questions relate to the targeting of persons with disabilities, inclusion of disability-related accessibility and non-discrimination requirements, consultation with persons with disabilities as part of programme design and implementation, reference to disability in programme data collection and information systems, and modes of support for the inclusion of persons with disabilities within the programme.

⁴⁷ While WFP indicated that most decentralized evaluations of similar scope consult between 80 and 100 key informants, the situation in the Eastern Caribbean was unique in that for the most part, only two to three individuals from the agencies or organizations were involved in the JP, resulting in a shorter list of KIs than is typical for projects of this nature. Furthermore, Saint Lucia has a very small UN footprint, with little or no physical presence of the PUNOs on the island (UNDP being the exception, with some human resources in-country). Instead, the same multi-country office (physically located in Barbados) serves Barbados and Saint Lucia. Information on key aspects of the evaluation provided by the key informants reached saturation and through triangulation with other data sources (such as monitoring data and document reviews) the ET was able to substantiate evaluative findings.

81. The interviews with the KIs were virtual, except for the pilot beneficiaries who were interviewed in-person, (selected from participants in the JP's pilot activities based on a mix of purposive and convenience sampling). The criteria for purposive sampling included geographic location, disability status, economic status, exposure to climate change, participation in different JP activities, and outliers (success and challenges). The convenience element was factored in, to cluster beneficiaries around geographic locations to streamline the fieldwork. This was not considered a limitation as a richness of accounts and perspective was sought over geographic representativeness.

82. The evaluation used an **iterative process** drawing on, for example, repeated interviews with selected key stakeholders. This allowed the ET to progressively explore the evaluation subject at increasing depth, from different perspectives, and considering different evidence at different points-in-time. This approach strengthened validity by providing opportunities for informants to reflect on their experiences in relation to the various aspects of the evaluation. A **virtual debriefing workshop** with the JP internal stakeholders was organized during the early analysis and reporting stage of the evaluation to validate and provide additional insights on the emerging findings. This involved electronic polling with eight key stakeholders voting and providing further insights to the evaluation team. The **stakeholder workshop** held with the Evaluation Reference Group once the draft report was circulated was instrumental to validate and complement findings and lessons learnt and shape useful and actionable recommendations.

83. A **case study** element was used by the evaluation team to examine the added value of 'jointness' in terms of the three critical causal contribution pathways identified in the revised ToC. The case study grounds the evaluation analysis in a strong base of theory that clearly articulates the logic, assumptions, and evidence of results contribution. The scope of the case study was benchmarked against those conducted as part of the evaluation of the RC system contribution to country-level programmatic coherence (see Annex 14 from the OIOS evaluation for additional discussion and a snapshot of the case study method description and stakeholder sampling). Essentially, the case study was drawn from KIIs with key stakeholders. It is presented in the Annex 10 of this report.

DATA ANALYSIS

84. The evaluation's analytical framework is theory-based and draws on the revised ToC developed by the evaluation team during the evaluation's inception phase. The narrative statement of the revised ToC (below) was developed for purposes of this evaluation and is intended to bring into focus the evaluation's core line-of-analysis (recognizing the complexity of the JP and the many possible avenues of research that could be explored):

REVISED THEORY OF CHANGE NARRATIVE STATEMENT: IF systemic social protection, climate change adaptation, and disaster risk management are linked, THEN access to adaptive social protection will increase – AND contribute to reduced systemic inequality, reduced poverty, and increased resilience.

85. Based on this theoretical framework, the revised EQs focused on developing insights related to the causal contributions of the JP to results at output and outcome levels – using the evaluation matrix as a primary analytical tool to triangulate evidence of different types – and from different sources. The ET involved key stakeholders in the process of validating and co-creating the final set of practical recommendations and lessons from the joint evaluation (see description of Learning Workshop above). Details of the ET's strategy for answering each question and sub-question (by identifying indicators, sources of data, means of data collection, and types of analysis to be used for each) can be found in the evaluation matrix (Annex 4).

86. The ET developed an evidence matrix that structured the team's internal consolidation and organization of evidence. The evaluation report draws on this resource and articulates a summary of the content as part of describing the findings of the evaluation. Quantitative analysis drew on existing secondary data sources.

87. Interviews were recorded for notetaking purposes, if respondents gave their consent, and used to populate the evaluation matrix. The ET's approach was decidedly hands-on / manual due to the unique circumstances/context of this evaluation, including the relatively small number of key informants. Accumulation of evidence in the matrix was managed in an Excel workbook; ultimately, the ET established a 'compelling' body-of-evidence to substantiate findings, recommendations, and learning. The structured organization of qualitative data in matrix form allowed the ET to assess both the tenor and the content of the evidence and associated output, outcome, and impact claims. The evidence coming from different streams

and methods of data was systematically triangulated. The evaluation matrix was used to consolidate this analysis. Any diverging elements are presented in the evaluation report.

88. The evaluation included a stakeholder learning workshop to review and build ownership of evaluation conclusions and recommendations formulated by the evaluation team.

89. The evaluation includes a **video-based output**. This element is a three-minute presentation of the evaluation's results, relayed by key stakeholders, including a beneficiary. This deliverable represents a 'precious opportunity' for communication, learning, and accountability.

SUMMARY OF ETHICAL CONSIDERATIONS, RISKS, ASSUMPTIONS, AND LIMITATIONS

90. This joint evaluation applied United Nations Evaluation Group (UNEG) ethical standards and norms. The contractors undertaking the evaluations were responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle. This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality, and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.

91. Declaration of Conflict of Interest - The Evaluation Team Leader has been part of a team of three consultants that provided technical guidance to UN Women Caribbean for the development of the regional census-based approach to measurement of SDG 5.4.1, a component of the Joint Programme. Though the development of the regional census-based approach to measurement of SDG 5.4.1 is separate and apart from the Social Protection Programme implemented in Barbados and Saint Lucia, any situation of real or perceived conflict of interest in the execution of this evaluation was mitigated by excluding this specific activity from the scope of this evaluation. However, the evaluation covered UN Women pilot of social protection initiatives in Saint Lucia. Further to that the Team Leader did not take part indirect interviews with UN Women representatives and relevant sections of the report on UN Women contribution were prepared by the Senior Evaluator. Salasan's internal quality assurance as well as the participatory revision process through the evaluation reference group also were also used as safeguards for the independence of the evaluation.

92. During the inception stage, the evaluation team developed a comprehensive list of potential risks and mitigations strategies that are presented in Table 5.

Table 5. Risks and Mitigation Strategies

Risk	Level	Impact	Mitigation Measures
Timely access to data will be limited due to timing of evaluation	High	High	Primary data collection leveraged national team member for face-to-face fieldwork and anticipated use of remote methods; if any data is not available (or useful), this is noted as a limitation of the evaluation and or specific findings.
Result Framework does not articulate impact-level results.	High	Low	Revision of the results framework, narrative ToC, and ToC logic model to more-clearly articulate how the evaluation was going to approach the issue of identifying evidence of contribution towards likely impact. Impact EQ was revised to reflect this framing.
Participants have concerns about confidentiality	Low	Med	Evaluators ensured that confidentiality was maintained during the implementation of the fieldwork. This included anonymization of data and paying attention to safe and private settings.
Clients worry about impartiality	Low	High	To mitigate the threat that analysis conducted for the evaluation may not be transparent and evidence based, roles and responsibilities of employees and consultants were clearly defined; an evaluation matrix was transparently used to link evidence (through use of triangulation) with findings, conclusions, and recommendations.

93. The evaluation was faced with several limitations. First, the ET was unable to interview the planned number of KIs due to non-response. The evaluators were unable carry out 14 originally planned interviews. Reasons given for non-response to the outreach included timing constraints of the key informants and lack

of availability. This said, the KIs conducted with 20 representatives of the JP's PUNOs and 5 senior government officials – including representation of the governments of Saint Lucia and Barbados, along with the OECS and 2 further stakeholders led to saturation, to confirm this additional validation during the debriefing workshop took place with the JP's internal stakeholders and with the full reference group during the final stakeholder learning workshop

94. Another limitation of the evaluation relates to conceptualization of scope of the evaluation with regards to the complexity of the JP. The ET mitigated this challenge by explicitly articulating the focus of the evaluation using diagrams of the JP's logic. The evaluation sub-questions interrogated the various causal links, contributions, and assumptions that are implicit in the JP's logic yet not explicitly captured in the results framework indicators. A revised ToC diagram was used as a tool to show how various elements of the evaluation's analysis relate to the logic model.

95. The evaluation was also challenged by the unavailability of data on several key social and economic indicators for the respective countries and the JP. For example, the ET was unable to locate recent sex disaggregated health data on stunting and wasting for the context section. A review of the PDM survey instrument that was used as part of the WFP pilot in Saint Lucia did not specifically collect information on disability though the JP includes disabled as part of the vulnerable target group (disability data was collected as part of the beneficiary assessment/registration process for the shock-responsive pilot, however, this information was not made available to the ET, as it contains private information and is owned by the government). Data was also unavailable on the details of care services paid for through the UN Women PAP pilot that addressed SDG 5.4.1 on unpaid care work; thus, the evaluation was not able to fully assess the dynamics of this aspect with regards to possible labour market formalization dis-incentives related to this SP systems-modelling activity.

96. A final limitation was the many layers of data involved with the JP – because of its multi-faceted activities. While there was a unified reporting system – based on frameworks provided by the SDG Fund – the detailed data required to investigate specific components of the JP was often not available to the evaluation team – or required a process of navigating various permissions with government counterparts that stores and are responsible for the data. This is in accordance with good data protection policies and practices that help to protect beneficiaries as the data includes private, sensitive information. This limitation was mitigated by the evaluation's clear focus on systems-level analysis; allowing the ET to acknowledge various issues with regards to particularities of various JP components while keeping them in perspective with the overall purpose of the JP and this evaluation. This limitation is also mitigated theoretically by the articulation of intermediate outcomes in JP documentation and the evaluation's revised ToC causal diagram.

Evaluation Findings

97. The presentation of evaluation findings below organizes evidence-based insights by sub-question. The analysis was guided by the evaluation's revised theory of change and treats jointness as a cross-cutting theme; this topic is also the subject of Annex 10 – Case Study on Jointness. The analysis corresponds with the structure of the Evaluation Matrix and covers six Evaluation Questions and 14 sub-questions. Each EQ corresponds to the evaluation criteria specified in the Evaluation Matrix.

2.1 EQ1 TO WHAT EXTENT ARE THE JP DESIGN AND IMPLEMENTATION RELEVANT AND COHERENT? (RELEVANCE & COHERENCE)

98. EQ1 is intended to explore the relevance and coherence of the JP: 'To what extent are the JP design and implementation relevant and coherent?' The two sub-questions probe the use of evidence in design and implementation, and relevance to the wider context and achievement of the SDGs. Findings are based on triangulation of key informant perspectives on the strategic positioning of the JP with documentation of how this positioning links to vulnerability issues. Theoretical analysis links elements of the JP's theory of change to specific findings and reflects causal dynamics and descriptions of contributions.

Sub-question 1.1: To what extent were the JP's design and implementation based on evidence of the needs/priorities of the most vulnerable groups?

FINDING 1: There was use of evidence of the needs/priorities of the most vulnerable groups informed mainly by past assessments and identification of needs for analysis and mapping. However, the design process was constrained by the limited time available in the Joint SDG Fund proposal development.

99. The JP was substantively conceptualized at a systemic level – with the overall goal of supporting the progressive realization of universal adaptive social protection systems. According to KIs and the programme document for the JP, the initial objective of the programme was systemic, with a focus on development goals and emergency preparedness – rather than humanitarian and fully responsive to specific immediate needs of vulnerable populations. The idea is progressive realization of universal adaptive social protection systems.

100. There is a degree of conceptual sophistication that flavours the JP's theoretical framework; two sets of overlapping terminology are used (in the JP, but also throughout the related literature about social protection systems development around the world). 'Universal Adaptive Social Protection' is the terminology used in the JP's design documents and is consistent with World Bank discourse on the subject; 'Shock-Responsive Social Protection' is terminology used globally in WFP's work in this area. These terms are non-mutually exclusive and non-exhaustive (i.e., they overlap, but not completely . . . and both have their limits). Climate Change Adaptation and Disaster Risk Management are another illustration of a non-mutually exclusive and non-exhaustive set of terms which are central to the theoretical framework of the JP. The conceptual sophistication in the theoretical framing of the JP allowed for flexibility that supported innovation, adaptation, and gap-filling – including intervention components that gave more weight to the immediate needs of especially vulnerable people (e.g., women-headed households with care responsibilities and affected by domestic violence – for example).

101. The JP's results logic has been articulated several times throughout its lifespan – from conception to proposal, project document to reporting, and in the context of this final evaluation. This reflects the systemic nature of the intervention – where it is expected that different types of stakeholders will have different interests, perspectives, and understandings of unifying concepts. This dynamic presents certain limitations to the use of beneficiary perspectives in design processes. Inclusiveness in the design process was also constrained by the limited time available in the Joint SDG Fund proposal process and by stakeholder priority for consultations at institutional level with governmental counterparts in determining the strategic orientation of the intervention. Key informants indicated that the JP had an overly rapid design phase, with budgeting 'left to the last minute'. While a few PUNO representatives referred to direct consultations at community level during the design phase, at programme level the use of data on the needs of beneficiaries was primarily based on referencing previous works and building on social protection examples from the

region – which were regarded as high-quality and evidentiary assets (such as the knowledge products, studies, assessments, reports, and evaluations produced by the PUNOs).

102. At community level, restrictions on group gatherings and travel led to a shift in the JP's approach to implementation – away from the planned community engagement activities.⁴⁸ This shift is also reflected in the JP reporting.⁴⁹ Community-level engagement was initially planned as part of engaging beneficiaries throughout the implementation of the JP. While there was engagement through remote surveys and focus groups, not exploring the use of available tools such as U-report⁵⁰ was considered a missed opportunity by the stakeholders. However, its use might have complicated the adaptation process by not only changing activity, but also shifting funds allocated to one PUNO to another.⁵¹

103. The JP piloted system functions such as horizontal and vertical expansion of social protection benefits in response to shocks; these were designed based on evidence gathered through assessment exercises conducted with beneficiaries and studies such as the micro-simulation of shock-response in Saint Lucia. The implemented interventions were agreed in a participatory manner with government agencies and stakeholders according to formally expressed needs. These pilots were conducted within the limited fiscal space available to governments and constraints on the supply-side of the social protection system (i.e., services that extend support beyond cash transfers, such as for job training and counselling). Interviews with Household level beneficiaries conducted by the evaluation team provided feedback consistent with the data gathered by WFP and the Government of Saint Lucia during post-distribution monitoring focus group discussions. Beneficiaries were consistently grateful for the amount of support that was provided, and consistently described ongoing vulnerabilities and needs that remain un-addressed by the social protection system. These issues go beyond social protection systems, also including communication and administrative channels that are difficult to navigate and frustrate vulnerable groups' efforts toward resilience (e.g., obtaining permits for reconstruction efforts, land tenure formalization efforts, child custody legal status determination, etc.). While household level beneficiaries universally expressed appreciation for the support provided through the pilots, the demand for a more developed social protection system and a range of support was equally universal – affirming/validating the goals of the JP.

104. Interviews with PUNO stakeholders consistently confirmed that the JP was not designed to fully address the needs of vulnerable populations but was rather intended to develop and operationalize and learn from new tools and delivery mechanisms – while strengthening government capacity to sustain these elements and generating evidence based on these 'pilot' interventions. However, the household level interviews indicated that in some cases there were expectations of a more robust support package – for example with regards to the hurricane response; this is consistent with the universal recognition of all beneficiaries and stakeholders that social protection systems need to be further strengthened for improved shock-responsiveness, universality, and adaptivity. The COVID-19 pandemic influenced the approach to the implementation of the UN Joint SDG Fund, allowing for the capacity strengthening programme to support national COVID-19 response efforts to deliver cash assistance to those most affected, whilst simultaneously testing and implementing planned adaptive social protection capacity strengthening initiatives.

105. Furthermore, the primary quality measure for the programme is at country level (the 'social protection adaptivity and universality score' – referred to in practice as the 'shock readiness index'). This is conceptually focused on systems-level capacities and is intended to guide design and implementation of social protection system development interventions using systematic analysis and documented evidence. As such, it helps to systematically ensure that the interests of beneficiaries are considered (in the design and implementation of government social protection interventions, but also – in this case – in the design and implementation of JP pilot initiatives. The scoring matrix includes elements that explicitly address gender equity and empowerment considerations as they relate to social protection systems development.

⁴⁸ KIs indicate that the community engagement aspect of the WFP pilot project was largely abandoned due to the change in context resulting from the onset of the COVID-19 pandemic. This was described in KIs as a practical decision.

⁴⁹ JP Annual Report, 2021. Funds originally planned for community engagement were reallocated to support pilots.

⁵⁰ U-report is UNICEF's messaging tool that empowers young people to engage with and speak out on issues that matter to them.

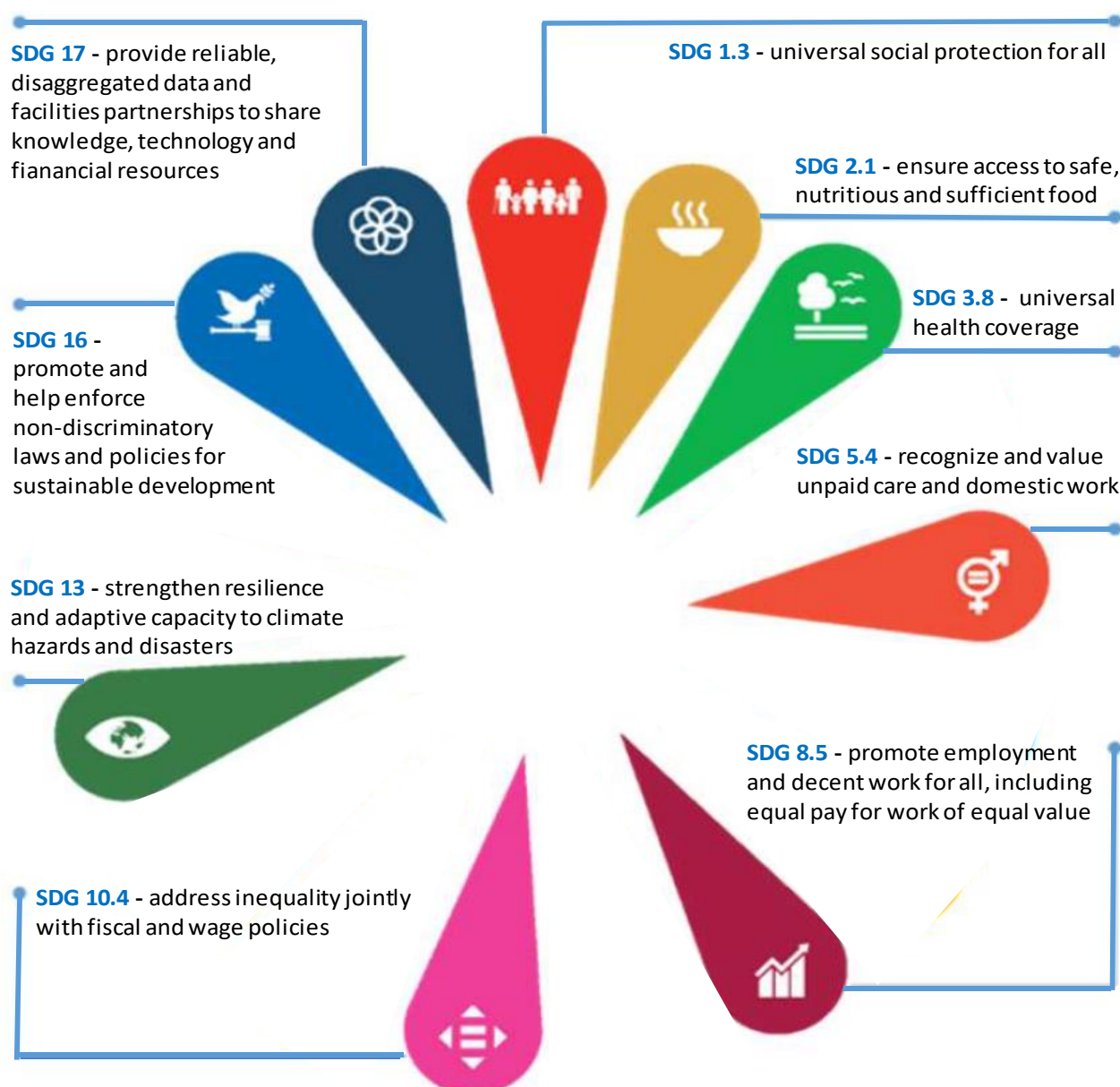
⁵¹ The absence of this consideration was noted by a PUNO KI and is confirmed in documentation.

Sub-question 1.2: To what extent was the design and implementation of the intervention relevant to the wider context and achievement of the SDGs?

FINDING 2: The JP's contribution to the progressive realization of social protection systems was highly relevant to the context and targeted SDGs; it was even more relevant in the COVID-19 context.

106. The JP thoroughly mapped how each of its various components linked to specific SDG targets and sub-indicators (Figure 7). It's to be noted that at the time of design, the pandemic was an unplanned factor. The specific SDGs to which the JP aimed to contribute are shown in the figure below, which is adapted from the JP programme document. The SDGs and sub-SDGs targeted by the JP include: 1.3 – universal social protection for all; 2.1 – ensure access to safe, nutritious and sufficient food; 3.8 – universal health coverage; 5.4 – recognize and value unpaid care and domestic work; 8.5 – promote employment and decent work for all, including equal pay for work of equal value; 10.4 – address inequality jointly with fiscal and wage policies; 13 – strengthen resilience and adaptive capacity to climate hazards and disasters; 16 – promote and help enforce non-discriminatory laws and policies for sustainable development; and 17 – provide reliable, disaggregated data and facilities partnerships to share knowledge, technology, and financial resources.

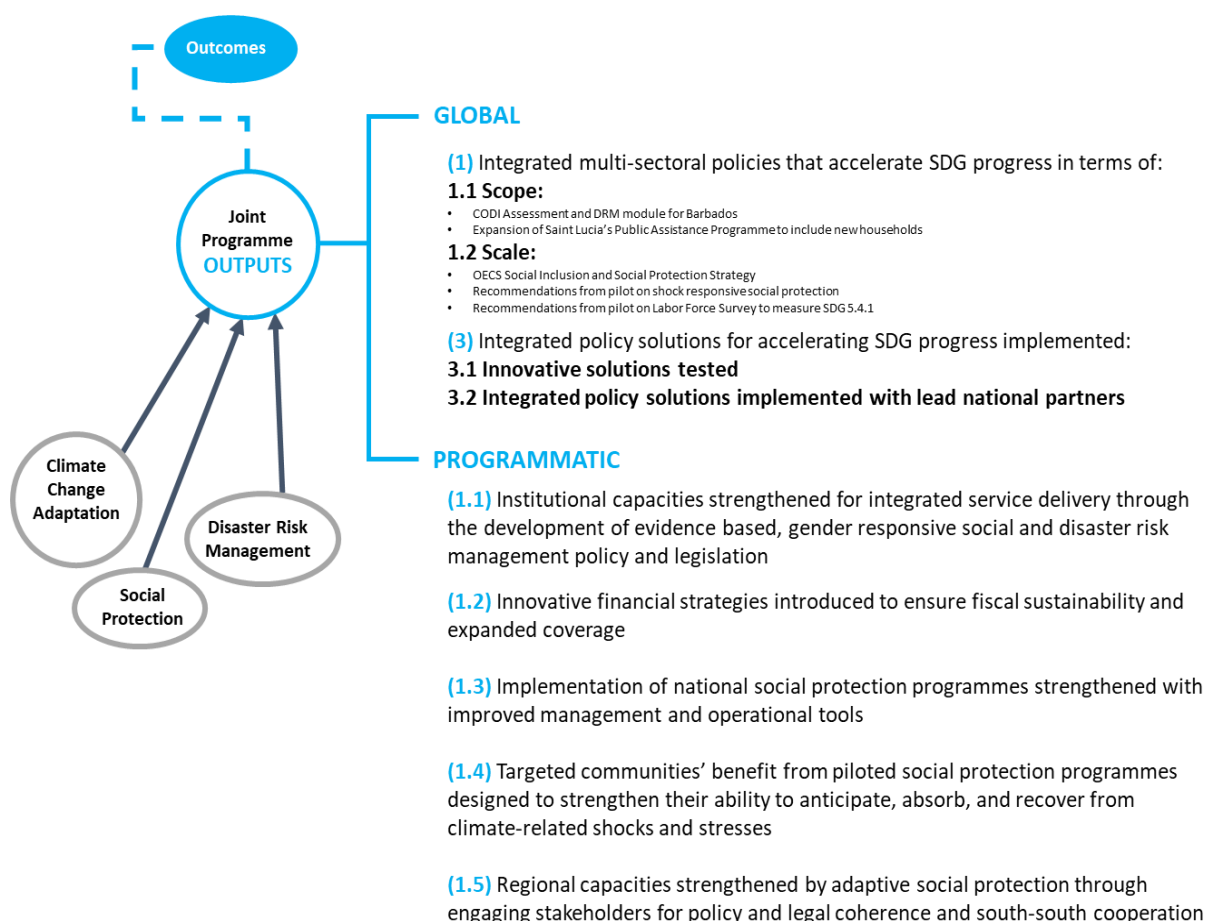
Figure 7. SDGs and sub-SDGs targeted by the JP



Source: Developed by the ET, adapted from the JP project document.

107. Reporting documents indicate careful mapping of contributions to specific SDG sub-targets (see Figure 8). However, these are generally somewhat conceptual and do not always correspond directly to the JP performance indicators. In some cases, they provide more of a cross-cutting rationale for the linkages that the JP makes between sectors and organizations. The figure below indicates the range of outputs reported in the JP's 2021 Annual Report – including global outputs related to specific SDGs.

Figure 8. Overview of global and programmatic SDG output targets under the JP



Source: Evaluation Team and JP Annual Report 2021.

108. Reporting and KIs confirm the validity of these outputs under the JP. It is to be noted that most of the outputs seek already higher-level changes such as 'strengthened' or 'improved' that are quantified by the specific output level indicators. There is general agreement on the relevance of outputs by the JP across all stakeholders; differences in opinion between stakeholders were mostly characterized by nuance in theoretical or operational perspectives (e.g., the policy-making and legislative processes at national level take place over a longer period of time than what was covered by the JP, making it unrealistic to expect that evidence generated during the programme would already be reflected in adopted legal and policy frameworks by the end of the programme; also, the COVID-19 pandemic was unanticipated).

109. SDG Programmatic output 1.4 bundles several issues and it should be noted that the JP contributed to this output, but not necessarily to all aspects of the output as it is formulated (i.e., vulnerable people's abilities to "anticipate, absorb, and recover from climate-change related shocks and stresses").

110. Overall, the social protection systems in both Saint Lucia and Barbados face challenges in terms of design and coverage – particularly considering potential climate-related events.⁵² There was very little

⁵² IDB. 2018. Report on Country Development Challenges.

evidence of the JP explicitly contributing towards adaptive capacities to address climate-change related vulnerabilities (i.e., proactive climate change adaptation) – beyond the implicit link to disaster risk management in terms of the increasing frequency of natural disasters associated with climate change. The increased resilience of households included in pilots under the JP is somewhat evidenced by WFP PDM data, but the primary focus was more on SDG 1.3 (universal social protection for all) and ‘shock-responsiveness’ has received more attention than ‘adaptivity’, at least as it relates to climate change adaptation. The limited focus on CCA presents a missed opportunity in terms of JP relevance. However, as already mentioned, COVID 19 was an un-expected event that presented a different pathways and opportunities for modelling the responsiveness of social protection systems.

111. Key informants – including PUNOs, government officials, and household level beneficiaries of JP pilot initiatives – all confirm the absence of programme elements explicitly focused on climate change adaptation. Reporting on the JP confirms by omission that climate change adaptation was basically thought to be covered as a part of linking DRM and social protection. However, the JP’s ToC clearly indicates that one of the aims of the programme is to link disaster risk management, social protection, and climate change adaptation (implicitly asserting that CCA is conceptually differentiated from DRM – and is a critical element of the systems integration that the JP aimed to foster).

112. It’s to be noted that work is being done in the course of this evaluation under the JP (from April 2022), in conjunction with the development of an operations manual for the PAP program supported by the World Bank to develop linkages and referrals with other needed support/services to respond to the multiple deprivations PAP beneficiaries face.⁵³ This clearly demonstrates the coherence of the JP with the interventions of other stakeholders.

2.2 EQ2 WHAT ARE THE RESULTS OF THE JOINT PROGRAMME? (EFFECTIVENESS)

113. EQ2 explores the results of the JP in terms of effectiveness: ‘What are the results of the JP?’ It has four sub-questions that explore the JP’s contribution to results and ability to adapt. Findings were derived through triangulation of key informant perspectives with theory-based analysis of the JP’s contributions as described in documentation and further evidenced by post distribution monitoring.

Sub-question 2.1: To what extent were the expected outputs and outcome of the JP achieved?

FINDING 3: Considerable progress was made on achievement of expected outputs and outcomes; the JP’s indicators together with the narrative reporting captured the critical results of the JP, though the evaluation identified several limitations of the monitoring system.

114. The JP monitored and reported on three outcomes and ten output indicators to track its achievements. According to the 2021 annual report, considerable progress was made by reaching ‘84 percent of its main results’ with several indicator targets being fully achieved (i.e., Outcomes 1.1 and 1.2; Outputs 1.1.1, 1.3.2, 1.4.2, 1.5.1 and 1.5.2). Implementation successes were facilitated by effective coordination and regular interactions between the PUNOs and implementation partners. According to the JP 2021 Annual Report, by the end of year two, 1,598 households met the criteria to be selected to benefit from adaptive social protection programmes in Saint Lucia, which was an increase of approximately 5,600 individuals. The initial target of 1,804 was adjusted to 1,598 because the PAP registration and verification revealed higher than average household sizes, and as transfers were based on household size, the number supported by the JP was adjusted to reflect these resources. However, the government funded the remaining households to reach the original PAP expansion target. Of the Outcomes and Outputs yet to be completed, many of them were expected to be realized during the first quarter of 2022.

115. The JP results were realised through mechanisms such as pilots, capacity development training, data analysis, development of tools, and knowledge exchange events. For example, piloting shock-responsive tools to support households in the event of a disaster or shocks and UN Women pilot to promote empowerment of women. Analyses that generated evidence to inform national policy were conducted such as the Socio-

⁵³ According to a PUNO informant.

economic Assessment of the Impact of COVID-19, analysis of the differential impact of poverty on women and men, analysis of care responsibilities from a gender perspective, migration and displacement and social protection in the OECS. In terms of training, these included training for social protection practitioners on social protection policy and quantitative data analysis techniques as part of the implementation of the CODI system and a workshop to develop a roadmap on priority measures to strengthen social protection. Knowledge exchange and learning events were also held on critical aspects of Unemployment Insurance, an OECS Commission regional conferences on social protection and another on Human Data for Development. Tools included a microsimulation to support discussions on cash transfer policy options.

Table 6. Output results data for the JP – including disaggregated data and target achievement rates.

Outcome Indicators	Target	Achieved	%
Outcome 1: Poor and vulnerable people have predictable access to universal adaptive social protection			
Number of households benefiting from adaptive social protection programmes	1,598 ⁵⁴	1,598 (2,008 women; 2,990 men; 592 boys and girls)	100%
Social protection adaptivity and universality score	3.2 ⁵⁵	3.2	100%
Number of recommendations from JP adopted in policies and programmes	3	2	66.7%
Output Indicators	Target	Achieved	%
Output 1.1: Institutional capacities strengthened for integrated service delivery through the development of evidence-based, gender-responsive social and disaster risk management policy and legislation			
• # of SP or DRM policies drafted including adaptive or shock-responsive social protection	1	2	200%
• # of reports produced analyzing vulnerability, including disaggregation of data by sex	7	3	42.9%
Output 1.2: Innovative financial strategies introduced to ensure fiscal sustainability and expanded coverage			
• Number of social protection fiscal analyses/expenditure reviews	3	0	0%
• Number of forward-looking financing strategies developed (incl. Q1 2022)	2	2	100%
Output 1.3: Implementation of national social protection programmes strengthened with improved management and operational tools			
• Number of tools, protocols and manuals on adaptive systems developed	3	1	33.3%
• Number of government staff trained, disaggregated by sex (80% female)	84	84 (67 women; 17 men) + 30 in Q1 of 2022	100%
Output 1.4: Targeted communities' benefit from piloted social protection programmes designed to strengthen their ability to anticipate, absorb and recover from climate-related shocks and stresses			
• Number of households targeted receiving cash transfers through expanded national social protection programmes in Saint Lucia	1,598	1,598 (2,008 women; 2,990 men; 592 boys and girls)	100%
	2		100%

⁵⁴An initial target of 1804 was adjusted to a final target of 1598 as the PAP registration and verification revealed higher than average household sizes, and as transfers were based on household size, the number supported by the JP was adjusted to reflect these resources.. The remaining 206 households were funded by the government of Saint Lucia.

⁵⁵ The initial target was 3.25 but was revised in the 2021 Annual Report to 3.2.

Number of changes made as a result of pilot to social protection or DRM data management systems, delivery mechanisms, targeting, coordination or financing systems		2	
Output 1.5: <i>Regional capacities are strengthened for adaptive social protection by engaging stakeholders for legal and policy coherence and south-south cooperation</i>			
Number of South-South Cooperation knowledge-exchange and learning events	5	7	140%
Number of regional frameworks, strategies and plans revised to include adaptive social protection considerations	1	1	100%

116. High-quality narrative reporting was produced throughout the JP, which provides sufficient information to form a good overall understanding of the JP and its results. Nevertheless, the key informants identified several limitations of the output indicators developed for the JP (see Table 6). For example, these indicators do not capture systems-level changes or nuances of the advocacy and policy development process and do not always convey the JP's results in clear and simple language. At the outcome level, the Shock-Responsive Index (SRI) detailed calculation was not provided in the JP reporting. However, these details were provided to the ET. Interestingly, more value added was seen by the stakeholders in developing the SRI tool rather than in the actual score – which is how the outcome indicator is structured.

117. While the expectation was that three recommendations would be adopted into policy, this is not the case as of the time of the evaluation as for the moment only two recommendations were adopted. However, there is ongoing review of Saint Lucia's Social Protection Policy and Bill and drafting of Barbados' Social Protection Policy, both linked to the successes with delivery of JP outputs.

118. While the household level status of poor and vulnerable people's overall situation remains largely unchanged, this is seen as **evidence of successful coping** through a range of shocks affecting these households during the JP implementation period – including hurricanes and the COVID-19 pandemic – and intersectional systemic vulnerabilities (i.e., 'benefiting' from their access to a social protection system).⁵⁶ The transformative results envisioned by the JP include systems development, efficiency gains, and research utilization. Most key informants emphasized that the purpose of the JP was to intervene at a systems level, while recognizing the concurrent and urgent needs of vulnerable people in the immediate term.

119. The JP is perhaps the very first global example of its kind – having provided support that led to a concrete acceleration of the long-term sustainable expansion of a social assistance programme (through synergies with the World Bank – supported Human Capital Resilience Project which includes contingent disbursements of concessional loan financing).⁵⁷

Sub-question 2.2: What major factors influenced the achievement or non-achievement of outputs?

FINDING 4: Several factors influenced the achievement or non-achievement of outputs, including the ability to leverage the work of other development partners in the region such as the World Bank (WB) and the Caribbean Development Bank (CDB), the demand of government partners, the COVID-19 pandemic, political situation in Saint Lucia, and funding availability within a constrained fiscal space.

120. The JP builds on the WB's ongoing Human Capital Resilience Project and social protection policy review in Saint Lucia. The work of JP is also instrumental in allowing Saint Lucia to accelerate progress towards accessing WB funding for its SP expansion. The CDB's Social Resilience Project intends to build on the gains of the JP, for example, the digitization of payment. In fact, the piloting of the new digitized payment mechanism and the vulnerability index in Saint Lucia have both generating interest from the governments in the region about new system approaches. In addition, this further demonstrates the high level of coherence of the JP with other interventions. Further, the demand for capacity strengthening by government partners in

⁵⁶ Universally, household respondents indicated that their needs are not adequately met; many gave concrete examples of incomplete repairs of hurricane-damaged housing, un-tenable property ownership situations (i.e., 'squattling'), and unresolved legal issues – related to child custody, wall re-construction, land tenure, access to medical services, etc.

⁵⁷ According to a PUNO KI and supported by programme documentation.

the region strongly influenced achievement of output 1.5, with seven south-south knowledge exchanges taking place (vs. five planned).

121. The COVID-19 pandemic, elections in Saint Lucia to a lesser extent, and financial resources adversely affected implementation. The world-wide crisis and disruptions associated with the COVID-19 pandemic initially caused some delays as Government focused on other priorities and required government partners and the PUNOs to strategically pivot from the planned implementation model to a COVID-19 response plan in both Barbados and Saint Lucia, resulting in the reallocation of approximately 18 percent of JP funds. The strong internal coordination between PUNOs and the flexibility of the Joint SDG Fund Secretariat enabled effective and efficient adaptation – contributing to the achievement of the JP's goals.

122. Elections in Saint Lucia and a change in the central government during implementation also resulted in some delays, while the newly elected officials became familiar with the programme.

Sub-question 2.3: Are there any significant unintended (positive or negative) results of the JP?

FINDING 5: The 'linking' aspect of the JP was multifaceted and led to several unexpected results: contributing to domestic violence response (via service referrals), expanding financial inclusion (through piloting of innovative payment mechanisms) and highlighted the demand for social protection systems strengthening.

123. Two clearly positive unintended results were identified through KIIs: 1) according to programme documents and KIIs, the UN Women pilot, which provided vocational training to a group of 25 single mothers, resulted in the unintended impact of addressing domestic violence situations through referrals to services;⁵⁸ and 2) the use of digital payments resulted in a number of unbanked beneficiaries initiating a relationship with financial institutions for the first time.⁵⁹ The JP collaborated with a payment app to provide one-time payments for hurricane Elsa beneficiaries. This app is certainly a legacy of this project which now provides beneficiaries a system to access money quickly and to facilitate bill payment. In addition to bill payments, users commented that purchasing essential items from supermarkets and local corner stores was not possible, while it was possible to use the digital wallet for fast-food chains like KFC and Dominoes. This demonstrates that digital/financial inclusion is important both on the demand-side and supply-side (i.e., establishing linkages with vendors, suppliers, local market development, etc. - such as is often seen in the integrated supply-chain initiatives related to home-grown school feeding initiatives). Furthermore, at the time of the evaluation, the PennyPinch app designer was collaborating with MasterCard, creating an added incentive for beneficiaries to use the payment app as its functionalities expand to include acceptance at a wide range of vendors along with money transfer options with discounted rates for low-value transactions.

124. Another unintended result pertains to the up-take of – and continued demand for – social services by poor households. For example, front-line social workers contracted through the UN Women pilot project reported ongoing demands on their time because of the strong working relationships that they established during the implementation of the pilot (which evidence the success of the pilot project design, while demonstrating the need for the ongoing support planned in subsequent joint programming). To ensure this continuity, according to KIIs the support for the pilot will continue until the end of 2023 with support from the Government of Canada and during this period a sustainability plan is going to be developed.

125. Beneficiary households in the WFP shock-responsive pilot (hurricane Elsa response) also appeared to be searching for ways to follow-up and access additional/other support from the government, though not always directly related to social protection. For example, there is evidence of strong demand for better access to legal, administrative (e.g., in one instance, an interview respondent requested that the evaluation team pass on a message to a government official regarding an application for a permit which has not received timely reply), and financial support to issues such as domestic violence, poverty, and land tenure (though the pilot did serve to bring these issues into light and developed evidence with regards to the ways in which these issues intersect with poverty and gender). These key issues were consistently reported by households interviewed by the evaluation team as barriers to resilience. This is consistent with the findings of the final

⁵⁸ KIIs with front-line social workers contracted under the UN Women pilot project in the JP.

⁵⁹ KII with government stakeholders, cross-checked with government databases.

report of the UN Women pilot and WFP pilot PDM data (which indicates a very low level of awareness among beneficiaries about the purpose of the intervention).⁶⁰

126. According to the Final Report of the UN Women pilot, 72% of the project funds were spent on stipends and childcare - enabling targeted women to attend classes and trainings provided through the project. This demonstrates the emphasis in this pilot on addressing the burden of unpaid care work faced by participants. However, it is reported that the child-care subsidies incentivized low-wage jobs (for care providers) and that payments were received on an irregular timeframe - corresponding to the schedule of trainings provided by the project.⁶¹ Hence there appears to be a gap in market solutions to meet the care requirements of children, which creates incentives for an informal care economy.

127. The issue of disincentives in the labor market created by cash transfers was raised by PUNO stakeholders, referencing research that warns: "Social programmes might create a "vicious circle" by handing "subsidies" to the informal sector, incentivizing workers to seek low-productivity employment . . . thereby lowering the productivity of labour and capital and contributing to the creation of bad jobs."⁶² The report on the UN Women pilot provides specific recommendations on this issue; evidence and recommendations generated through this JP contributed to the securing of additional financing from the Government of Canada (Build Back Equal Joint Programme) to be implemented by UN Women and UNFPA on women's economic empowerment - including reducing unpaid care work.

128. At the systemic level, the JP piloted scalable models of universal adaptive social protection systems in ways that were not anticipated in its design. This entailed expanding into some areas and withdrawing from others in response to changing circumstances. The COVID-19 pandemic, for example, created barriers to direct engagement with beneficiaries at the community level and the objective of responding to the socioeconomic shocks accompanying the pandemic, hurricane damage, and household-level chronic vulnerabilities ultimately supplanted the community-level engagement that was originally envisioned.

129. These shock responses provided an opportunity to test new tools for vulnerability assessment, new social protection payment pathways, and connections between social protection and disaster response authorities that facilitated vertical and horizontal expansion of social protection benefits and leveraged financial resources beyond the JP's budget in doing so.⁶³

130. The JP also supported the OECS to elaborate the Social Protection and Social Inclusion Strategy through a participatory process - a policy tool that is in demand since many OECS jurisdictions are developing national-level SP strategies. The OECS Social Protection Conference is reported to have been widely regarded as useful and reported by key informants as likely to become an annual or bi-annual event - which can be considered another unintended positive result of the JP.

Sub-question 2.4: To what extent were the PUNOs able to effectively adapt the implementation of the JP to the COVID-19 context?

FINDING 6: The PUNOs effectively adapted the JP to the COVID-19 context, by supporting evidence-based decision making and increasing access to social protection, while simultaneously using the real-time experience to prepare the social protection system to adapt to future shocks.

⁶⁰ WFP, 2022. Post Distribution Monitoring Data on beneficiaries of the hurricane Elsa response - including two long-term PAP recipients.

⁶¹ See challenges and shortcomings - section 5.1, Lack of local administrative arrangements, in UN Women, 2022. Final Report of the Public Assistance Pilot.

⁶² ECLAC/ILO, 2014. The employment situation in Latin America and the Caribbean; Conditional transfer programmes and the labour market.

⁶³ Leveraging of resources happened at two levels; one was through permanent horizontal expansion of the coverage of the Public Assistance Programme - adding 1,000 new households and triggering additional conditional financing from the World Bank to support the PAP budget. The other avenue of leveraging external financial resources was through 'matching funds' available through - for example - the MPTF for COVID-19. The actuarial review of the Barbados National Insurance Scheme also triggered conditional disbursements under an IFI loan facility.

131. The JP governance mechanisms in-place helped to facilitate a coordinated response to COVID-19 that built on the efficiencies and systemic capacities of the existing social protection systems.⁶⁴ The PUNOs support strengthened the Governments' social protection systems and approaches through data collection and analyses (e.g., COVID-19 socio-economic assessments, looking at the impacts on food security and livelihoods and on women and children), and assessments of the inherent gaps in these systems.

132. These needs assessments, coupled with the fact that other elements of the JP were facing blockages due to the pandemic, created a situation where agreement could be quickly reached on re-purposing a portion of the JP budget to support COVID-19 related social protection responses that were not initially planned in the JP. In Saint Lucia, the support of PUNOs through co-financing expansion of PAP also enabled increased access to social protection. This included a temporary expansion of PAP with a 50 percent increase to children in foster care and children with disabilities, and a 100 percent increase to persons living with HIV/AIDS. The JP also facilitated a permanent expansion of PAP coverage by 38 percent – triggering additional conditional financing from the World Bank to support future social protection benefits. Importantly, the real-time COVID-19 response, such as the microsimulation model of the COVID-19 poverty impacts and different transfer options, helped prepare the social protection system to respond and adapt to future shocks.

133. In Barbados, the reallocation of funds triggered by COVID-19 was utilized to assess the financial sustainability of the National Insurance Fund (the 12th actuarial valuation of the NIF).

2.3 EQ3 HOW EFFICIENT WAS THE PARTNERSHIP OF THE PUNOS AND PARTNERS IN IMPLEMENTING THE JP AND LEVERAGING FURTHER RESOURCES? (EFFICIENCY)

134. EQ3 focuses on efficiency: 'How efficient was the partnership of the PUNOs and partners in implementing the JP and leveraging further resources?' It has three sub-questions – each exploring different dimensions of efficiency within the JP. The findings related to EQ3 were derived through analysis that triangulates the perspectives of key informants with evidence found in documentation and the theoretical construct of the revised TOC logic developed for the evaluation. EQ3 primarily relates to the 'link, leverage, pilot' node of causal contribution in the evaluation's overall analytical framework.

Sub-question 3.1: What facilitated or hindered operational efficiency of the JP and its links to / leveraging of other development efforts/actors/resources?

FINDING 7: The transaction costs of a JP having many partners (as this one did) along with a small budget and short timeframe can become disproportionate to the added value of joint programming; strong coordination can mitigate this dynamic – leveraging jointness to accelerate results.

135. This finding relates to the range of priorities, processes, and resources of each stakeholder.⁶⁵ In the design phase, there was value added through the cross-pollination of ideas (from the PUNOs, government partners, and limited beneficiary consultation) in the effort to develop a robust and relevant JP. The role of the RCO in convening and coordinating cooperation of multiple partners and governments under a tight timeline was universally regarded as critical and full of added potential that could be triggered by longer proposal development timelines.

136. The Country Coordinating Committees (CCCs) have gone beyond JP governance tools to promote wider coordination among government agencies and departments with a social protection lens, as well as other development partners working in-country. This provides opportunities for increased collaboration with other donor partners, identifying synergies and avoiding duplication.

⁶⁴ KII with RCO informant.

⁶⁵ KII with PUNO stakeholder.

137. Examples include the World Bank funded review of Saint Lucia's Social Protection Policy informing the JP-supported review of Saint Lucia's Social Protection Bill; the World Bank Funded PAP Operations Manual to include a Chapter on Referrals and Linkages elaborated through the JP.

138. The lack of a unified monitoring, evaluation and reporting mechanism impacted the PUNOs monitoring strategy, particularly when it comes to collecting data from the governmental counterparts.⁶⁶ Key informants reported that the M&E templates provided by the Joint SDG Fund and RCO were useful in mitigating this issue to some extent but can't be expected to resolve the reality of PUNOs having different audit, financial reporting, procurement, and recruitment practices. Differences in procurement processes and financial procedures amongst the PUNOs and implementing partners affected collaboration and created onerous requirements for programme implementation. Key informants indicated that, while the PUNOs had several successes working together, there were communication and rapid decision-making challenges due to the JP having many partners.

139. The level of coordination required by five agencies to implement this JP was certainly challenging and perhaps under-estimated by organizers. Reporting requirements and ad hoc data requests added pressure on already-limited human resources.⁶⁷ There was broad consensus that the strong performance of the JP Coordinator was a catalytic aspect of the JP's accomplishments; several PUNO key informants noted the importance of adequately empowering the coordinator role – with implications for contract modalities used (the overwhelming majority of key informants that discussed this issue advocated for this role to be filled by a staff member, not a consultant).

FINDING 8: The COVID-19 pandemic-related travel restrictions catalysed remote collaboration on regional policy initiatives with the OECS and its member countries.

140. The OECS Commission was able to conduct various stakeholder meetings virtually (broadly regarded by KII as the catalyst of rapid acceleration and improved efficiency of policy development work in the region)⁶⁸ to develop the Social Protection and Social Inclusion Strategy.⁶⁹ The JP provided support to the OECS Commission to develop this strategy through a participatory process.

141. The Strategy provides a guiding framework for OECS Member States who are in the process of planning to develop, revise, or implement Social Protection policies including Antigua and Barbuda, British Virgin Islands, St. Kitts and Nevis, Dominica, Saint Lucia, and Anguilla.

“Our main activity [was] the SP Conference, which was done regionally as well as the development of the implementation plan for our social inclusion social protection framework.”

- OECS Key Informant

142. The OECS Conference on Social Protection provided the opportunity for sub-regional stakeholders to engage and share knowledge and experiences on various areas related to social protection – including shock-responsiveness, financing (disaster risk financing and public financing for children), labour market interventions and gender-responsiveness.⁷⁰

Sub-question 3.2: To what extent were synergies created through the JP and what was the added value of the 'joint' nature of the programme?

FINDING 9: The JP design and implementation created synergies and successfully balanced the strategic importance of the expected results vs. efficiency constraints resulting from joint implementation.

⁶⁶ Minutes from coordination committee meetings frequently mention reporting challenges related to the different ways of working of the different PUNOs.

⁶⁷ KII with government stakeholder. JP 2021 Annual Report.

⁶⁸ Substantiated through multiple KIIs with OECS, PUNO, and government stakeholders.

⁶⁹ Notes from KII.

⁷⁰ Final Annual Progress Report 2021.

143. Based on the results of KIIs, the PUNOs were clear on their roles and responsibilities enunciated during initial programme coordination meetings. There were synergies derived from agencies working together to leverage comparative advantages to implement the JP – these even extended beyond direct JP stakeholders to include IFIs as well. There were instances whereby each agency contributed towards successful programme outcomes (for instance, UNDP and UN Women collaborated on issues of disability). This involved a very matrixed approach with collaboration at the level of each activity.⁷¹

144. The regular interaction among PUNOs and with governments and other donor partners has facilitated collaboration outside of the JP. For example, ILO and CDB work together on a framework for unemployment insurance in Saint Lucia, and the World Bank and UNICEF have started discussions on furthering the work done on the Microsimulation Model for Saint Lucia under the JP.

145. The JP facilitated, leveraged, and accelerated access to resources from IFIs and donors. The CODI assessment in Barbados is being used to draft a Social Protection Policy and Strategy, which will enable access to a 3.5 million euro grant from the European Commission. The temporary expansion of the PAP in Saint Lucia enabled the government to reach a disbursement-based indicator under a USD 20 million World Bank funded project, to help mitigate the impacts of COVID-19 and strengthen the social protection system including the permanent expansion of the PAP by an additional 1,000 households (a 38% expansion).

146. This JP is often referenced as one of the best collaboration examples in the region; it has already been used as a model and several of its aspects either replicated or extended. However, limited absorption capacities of Government agencies combined with supply bottlenecks (many interventions, studies, etc., with the same under-resourced government counterparts) slowed deployment of funds against activities; efficiency was also lost in the adaptation of the JP to COVID-19, but pertinent adaptive efficiencies were also modelled in the process of implementation.

Sub-question 3.3: To what extent were funds deployed against plan by activity and PUNO in a timely manner?

FINDING 10: Limited absorption capacities combined with supply bottlenecks (many interventions, studies, etc., with the same under-resourced government counterparts) slowed deployment of funds against activities; adaptation of the JP to COVID-19 leveraged efficiencies enabled by strong coordination to keep overall implementation on-track.

147. According to the financial data, as of June 2021 (latest data available to the ET), the proportion of the PUNOs' budgets that were spent or committed were as follows: UNICEF 56 percent, ILO 53 percent, UNDP 61 percent, UN Women 91 percent, and WFP 54 percent.⁷² Overall, there was a 61 percent implementation rate. This rate is taken in the context of the JP being only 75 percent of the way through its timeline at the time of reporting (hence, basically 'on-track'). According to KIIs, substantial expenditures are anticipated in the final months of the project as deliverables are finalized and payments issued to consultants; this is understandable from an operational perspective, but this 'back-loading' of expenditures limits the ability of the evaluation to fully assess the deployment of funds against activities in a timely way.

148. Nevertheless, this rate also suggests that implementation was rather slow and/or there is a deficit in absorption capacity; this finding was substantiated by KIIs with PUNOs and government officials who universally recognized limited government capacity and bandwidth / absorption capacities given the fact that the JP partners dealt with the same counterparts.⁷³

⁷¹ The project document clearly defines PUNO responsibilities and collaborations; KIIs indicated that there were instances in the planning phase of agencies opting-out of involvement in a particular element because it was 'already covered' by another agency.

⁷² Programme reporting documents shared with the ET.

⁷³ KIIs conducted by the evaluation team.

2.4 EQ4 IS THERE EVIDENCE THAT IN THE LONG-TERM THE JP IS LIKELY TO CONTRIBUTE TO CHANGES IN VULNERABILITY? (IMPACT)

149. EQ4 focuses on impact of the JP: 'Is there evidence that in the long-term the JP is likely to contribute to changes in vulnerability?' It has one sub-question. Impact (as conceptualized in the revised ToC) is considered mostly as part of the JP's piloting and modelling outputs. The ET triangulated documentation, PDM data, and perspectives of key informants in the formulation of findings.

Sub-question 4.1: To what extent is the JP likely to contribute to increased resilience and or reduced poverty among its target group?

FINDING 11: The JP helped to strengthen government processes used to identify people in need and respond; this included both vertical and horizontal expansion of social protection benefits, and in both countries the JP supported important linkages between disaster risk management and social protection.

150. The JP piloted shock-responsive social protection measures in Saint Lucia, including new vulnerability/targeting tools, payment delivery mechanisms, and the upcoming Bill on social protection (in Saint Lucia) that establishes the rights of the population to SP and access to related services, reduces political interference and vulnerability of the social protection system to political change.

"The one-time payment was very helpful, but . . . I had to choose to fix my retaining wall . . . or buy food to eat.

I bought food . . . now . . . I am scared that my house will be affected again."

- JP direct beneficiary

151. The Pilot on shock-responsive social protection tested the identification, targeting, and delivery of social assistance to vulnerable persons affected by Hurricane Elsa using a vulnerability index developed by the JP.⁷⁴

152. The JP built on this experience by supporting the adaptation of four different existing social protection programmes to respond to the COVID-19 pandemic (through vertical expansion of existing benefits to vulnerable populations including people living with disabilities).

153. The JP also supported budgetary analysis that informed advocacy for increased investment in disaster risk financing (DRF). The gender responsive review of the CODI in Barbados is a good example of how the JP laid the groundwork for future systems-strengthening.

154. The COVID-19 responses were linked to the JP and provided social protection support that built on lessons already learned and mechanisms already established through the hurricane Elsa response (i.e., evidence of the JP applying lessons-learned in real-time within the programme cycle of a single JP).⁷⁵

155. The socio-economic assessments of the impacts of COVID-19 provided valuable information to policymakers on the adaptability of national social protection systems to shocks. The implementation of financial and payment mechanisms such as the PennyPinch payment app (a 'virtual wallet') to make cash transfers and bill payments has been innovative, promises additional results in the future and helped to highlight the digital divide that continues to be a factor in the marginalization of the most vulnerable.⁷⁶

156. These initiatives provide evidence and examples of good practice that contribute to the goal of reducing structural inequality, reducing poverty, and building resilience in the target countries. There were also limitations to the use of this payment mechanism; purchases could not be made at the larger grocery stores, nor at 'corner shops' – which became a vital source of necessities during periods of restricted movement resulting from the COVID-19 pandemic. Further, persons who don't have a cell phone and are not 'tech-savvy' were not too keen on the payment system, but recognize its importance in a modern world, recognizing the lessons of COVID-19. Indeed, uptake was quite limited with less than two dozen users; yet there does appear to be the potential for 'leap-frogging' intermediate technologies to improve and transform access to SP.⁷⁷

⁷⁴ Final Annual Progress Report.

⁷⁵ KIIs substantiated that the COVID-19 response built on the 'model' that was piloted during the hurricane Elsa response.

⁷⁶ KIIs with the CEO of PennyPinch, household level end-users of the App., government officials, and PUNOs.

⁷⁷ Notes from KIIs.

FINDING 12: Beneficiary feedback at household level reflects gratitude for the support provided and strong demand for further social protection system strengthening to help them escape chronic poverty and mitigate intersectional vulnerabilities (e.g., to the impacts of climate change and systemic inequality).

157. The JP provided a myriad of benefits to beneficiaries over the two-year cycle and facilitated the expansion of PAP in Saint Lucia by 1,000 households – a 38 percent increase in coverage; 50 percent temporary increase in cash transfers to children with disabilities and children in foster care; 100 percent one-year increase in food vouchers to persons living with HIV/AIDS in Saint Lucia; one-time cash payments to persons affected by hurricane Elsa; and cash transfers to migrants, women at risk of trafficking, single parents and other vulnerable individuals impacted by COVID-19 in Barbados.⁷⁸

158. Households were very satisfied with the socio-economic benefits provided by the JP. However, they also expressed strong demand for expanded social protection support to help them fully overcome the shock of a hurricane. The JP has contributed to a more sustainable and resilient Eastern Caribbean by supporting governments through analysis on disaster risk management capacity and strengthening linkages between disaster risk management and social protection.

“My son has benefited tremendously from the Ministry of Equity Foster Care support which has certainly contributed to an improvement in his life particularly the support of the grocery vouchers he received during Covid.”

- JP direct beneficiary

FINDING 13: This JP is often referenced as one of the best collaboration examples in the region; it has already been used as a model and several of its aspects either replicated or extended.

“The Joint Programme was really our flagship; its successful collaborations strengthened our ability to respond to COVID, and other shocks - it has already been replicated in other countries, both in other joint programmes funded through the Joint SDG Fund, and through other funding mechanisms such as the Multi-Partner Trust Fund for COVID. This was our first Joint Programme - and the first opportunity to operationalize some aspects of the recent UN reform. There was a lot of learning, and now we have 13 joint programmes - all of which built on the experience of this programme.”

- UNRCO key informant

inclusiveness and UN Women was able to add value to the process. UNICEF contributed to policies focused on children and ILO assisted with labour issues. The PUNOs contributed to the design and implementation of the JP resulting in beneficial outcomes that are being scaled up in other countries.

159. Scalability and replicability are conceptualized as impact-level results in this JP – contributing to reduced vulnerabilities and poverty overall through systemic change; this is the primary causal pathway through which the ultimate goals of the JP can be achieved according to the revised ToC.⁷⁹

160. Based on the results of KII, the various beneficiary Ministries will continue to embrace efforts of the JP to improve the socio-economic landscape in Saint Lucia, Barbados and OECS region. Ministry officials have focused on the formulation of more effective targeting mechanisms and social protection policies to improve the lives of beneficiaries beyond this current JP.

161. The JP enabled the Ministry of Equity to strengthen social protection policies. For instance, the JP dealt with issues of gender

⁷⁸ JP documentation.

⁷⁹ See Figure 5: JP Revised Theory of Change.

2.5 EQ5 TO WHAT EXTENT ARE THE BENEFITS OF THE JP SUSTAINABLE? (SUSTAINABILITY)

162. EQ5 explores sustainability; it asks: 'To what extent are the benefits of the JP sustainable?' It has two sub-questions that focus on aspects of sustainability at different levels of results. Sustainability analysis triangulates between the perspectives of key actors in the context, evidence of model-scaling 'momentum', and of ongoing partnerships contributing to achievement of the SDGs and developing adaptive social protection systems and related regional policy over time.

Sub-question 5.1: To what extent is it likely that the benefits of the JP at the national and regional level will continue after its implementation ceases?

FINDING 14: It is evident that benefits of the JP will continue after its implementation; this can be seen in JPs developed in the last round of funding, which build on the JP's results and processes.

163. Most PUNO KIs indicated that the JP had grown out of some element of pre-existing collaboration. Also, they had the intention – if not already confirmed funding – to carry-on with future interventions that would build on the achievements of the JP (this includes also the JPs developed in the most recent round of funding).

164. The coordination mechanisms established for the JP were Government-led and owned, providing a medium for 'joining' stakeholders - a result extending beyond the JP and regarded as good practice in the region.⁸⁰ Several KIs noted that the JP had succeeded in keeping the SP agenda on the OECS table - it continues to be regularly discussed.

Sub-question 5.2: To what extent are the synergies and collaboration created through the JP between the PUNOs likely to persist after its completion?

FINDING 15: The JP is already being replicated and built-upon in the region – through the RCO's programme pipeline, and other modes of partnership.

165. As can be observed within the JP's operational design, specific collaborations are often focused between a smaller number of PUNOs – and each agency also has its own bi-lateral relationships with governments, IFIs, and other development partners (such as actors in the private sector). Thus, it is safe to say that synergies and collaboration created through the JP between the PUNOs is likely to persist after the programme's completion; both RCO stakeholders, PUNOs, and government officials emphasized the efficacy of the JP governance mechanisms – the Country Coordinating Committees in particular.⁸¹ The Country Coordinating Committees were primarily responsible for monitoring activities under the JP. The PUNOs and implementing partners were able to determine the issues and challenges during JP implementation and develop strategies to overcome these challenges. The Multi-Country Steering Committee – headed by the Resident Coordinator – included Ministers and Heads of Agencies. It provided strategic leadership on the JP to improve social protection reform in Barbados and Eastern Caribbean.

166. At regional level, the OECS has conducted in-depth stakeholder meetings to develop a social protection strategy but has not fully enabled public participation.⁸² The JP focused on knowledge sharing of best practices and lessons to ensure greater buy-in and support from stakeholders.⁸³

⁸⁰ KII notes.

⁸¹ KII notes.

⁸² KII notes.

⁸³ Based on the evidence obtained in the final report, the JP developed the following knowledge products:

- Videos on the impact of cash transfers in mitigating the effects of COVID-19;
- Video documentary highlighting the impact of COVID-19 on women frontline and essential workers;
- User interface manual for the interactive microsimulation model on monetary and non-monetary poverty;
- Quarterly newsletters on innovations and training/learning opportunities provided under the JP; and
- Webinars on lessons from the COVID-19 response and how it informs broader social protection reform.

2.6 EQ6 TO WHAT EXTENT DID THE JP CONSIDER AND CONTRIBUTE TO GENDER EQUALITY, EQUITY, AND SOCIAL INCLUSION (GENDER, EQUITY, & INCLUSION)

167. EQ6 focuses on gender, equity, and inclusion; it asks: 'To what extent did the JP consider and contribute to gender equality, equity, and social inclusion?' It has two sub-questions – exploring design and implementation of the JP and its results. Findings were derived through analysis that triangulates key informant perspectives on the strategic positioning of the JP with documentation of how this positioning links to specific vulnerability issues (e.g., inclusion of people living with disabilities). Analysis of EQ6 probes the trade-offs between systems-level interventions and targeting of immediate needs and idiosyncratic vulnerabilities that affect the most marginalized populations (and are not easily addressed at system level).

Sub-question 6.1: To what extent was the JP design, implementation and monitoring sensitive to gender equity, inclusion of persons with disabilities and social inclusion?

FINDING 16: The design, implementation, and monitoring of the JP were highly sensitive to gender, equality, and inclusion of persons with disabilities and social inclusion issues – these were systematically addressed through its core focus on social protection universality (SDG 1.3).

168. The JP focused on addressing gender disparities that exist in both the impact of the pandemic and its response, and to provide policymakers with a series of recommendations that would support greater access for women, improve governments' capacity to target households in poverty and ensure female headed households are aware of – and enrolled in – national social protection programmes, thus addressing the gender gap in coverage of social protection. It is evident that the COVID-19 response efforts through the JP also considered the specific impacts, constraints, and opportunities faced by women and vulnerable groups such as people living with disability. It is evident in the Final Report that in both Barbados and Saint Lucia, the JP generated evidence on the impact of COVID-19 on vulnerable persons, including on women and children. Further, a study was conducted on the impact of COVID-19 on women frontline and essential workers in Saint Lucia, and socio-economic assessments of the impact of COVID-19 on vulnerable groups in Barbados and Saint Lucia.

Sub-question 6.2: What are the results of the JP in terms of gender equality, women's empowerment, equity, inclusion of persons with disabilities and social inclusion?

FINDING 17: The results of the JP in terms of gender equality, women's empowerment, equity, inclusion of persons with disabilities and social inclusion are evident at the systemic level.

169. According to key informants, the JP was good at communicating its purpose with a technical audience but was less effective in communicating its purpose with beneficiaries at the household level (it should be noted that in the case of the JP, government counterparts act in dual roles as both partners and beneficiaries). Some community-level activities were entirely cancelled due to COVID-19 protocols limiting the gathering of groups and complicating travel. The deeper engagement with civil society actors and community groups that was originally planned may have helped to identify opportunities to bridge some of the gaps described by social protection benefit recipients. Many of the issues raised by households required referrals and linking with multiple government entities to obtain permissions and certifications for issues such as child custody and land tenure – issues that fall well outside the remit of the JP – yet are exceedingly relevant to the affected households.⁸⁴ However, the primary focus and scope of the JP has always been at systems level.

170. The CODI assessment in Barbados included representatives of both gender-focused government departments and civil society organizations. Of note is that 30 out of 34 participants in the E-Training programme on Social Protection Policy and Quantitative Techniques in Barbados were women. Further, the JP and the Bureau of Gender Relations of Barbados collaborated to sensitize relevant staff about the importance of gender-specific policies in social protection programming.

171. There was evidence of unpaid care and domestic work through the gender analysis of the 2016 Barbados Survey of Living Conditions conducted under the JP. This analysis revealed the need for a fairer distribution

⁸⁴ 10 households were interviewed as part of the evaluation's data collection –60% female and 40% male.

of unpaid care work and reduction in the gendered impact this has on women's and men's risk of poverty. The Study on the impact of COVID-19 on Saint Lucian women who were frontline and essential workers confirmed that the care needs of these workers have not been effectively addressed in the national response to the pandemic. The repurposing of funds in the adaptation to COVID-19 did include support for families with children living with disabilities (temporary vertical expansion of the existing social protection benefit).

172. The JP's contribution to issues on gender equity also included a pilot with 25 PAP beneficiaries from female single-headed households in Saint Lucia. In addition to skills training, the pilot provided the women with other services, including childcare services in recognition of the burden of unpaid childcare on their ability to access training and employment. The JP also increased the collection and analysis of multi-dimensional sex disaggregated data for the purpose of vulnerability analysis and improving beneficiary targeting for PAP. At the regional level the JP supported a pilot on measuring SDG 5.4.1 (proportion of time spent on unpaid domestic and care work) in the labour force survey and the population and housing census that will provide guidance on future collection of such data. This data provides supporting evidence for the recognition of the value of unpaid care work as well as policy interventions and programmes to help redistribute the gender imbalance in unpaid care work. In Barbados, mostly women, 30 out of 34 participants were trained on Social Protection Policy and quantitative techniques. The JP in collaboration with Bureau of Gender Relations of Barbados provided sensitization training to relevant staff about the importance of gender-specific policies in social protection programming.⁸⁵

FINDING 18: The JP led the Government of Saint Lucia through the process of analysing social protection benefit payment options – including: 1) thinking-through the practicalities of scale-up issues (e.g., ability to cash-out, redemption options, speed, cost), 2) surveying beneficiaries on their willingness to use a digital wallet/app, 3) organizing sensitization sessions, 4) providing choice on how to be paid, and 5) learning lessons for the future.

173. Digital/financial inclusion and access to ICTs is very uneven in Saint Lucia and Barbados – presenting both challenges and opportunities for leveraging technology in the pursuit of progressive development of universal adaptive social protection systems. Promising innovations emerging from the JP's pilot included working with a local technology company to facilitate digital payments (receipt of benefits, and virtual wallet functionality) and 'banking' beneficiary households (i.e., supporting beneficiaries in establishing a bank account or credit union account). The PennyPinch digital wallet was an innovative payment solution which was well-received by beneficiaries (there were 17 users of the app - representing a small percentage of the beneficiaries, but a very useful 'pilot user group'). PennyPinch allowed participating beneficiaries to transact business outside of the formal banking system. However, it requires users to have an internet connection and an advanced cell phone. These requirements excluded some beneficiaries. The aim of this aspect of the pilot was to test a rapid digital payment mechanism for groups of population who are not already part of social assistance payment processes given that may need to be quickly onboarded in the event of a shock, which was achieved. At the time of the pilot, PennyPinch could not be used for purchases supermarkets or corner stores. This additional functionality is planned in future updates.⁸⁶

174. Currently, the penny pinch app functions as a digital wallet and the payment system is targeting individuals without bank accounts. The designers have also launched a mobile top-up service through the digital platform. They are also working on a solution to help with remittances; unbanked beneficiaries would not have to go to money transfer agents to collect remittances but will be able to access payments through the digital app. The objective is to digitize the process so that customers would not have to wait in a physical line. There is a 2 percent fee for transactions above \$250 XCD but transactions below the said amount are free. Since this was a pilot project, the designers absorbed the administrative costs for the implementation of the payment app (an example of good practice for collaboration with the private sector).

⁸⁵ Final Annual Progress Report 2021

⁸⁶ Notes from KIIs.

Conclusions, lessons learnt, and recommendations

3.1. CONCLUSIONS

'To what extent are the JP design and implementation relevant and coherent?'

CONCLUSION 1: The JP coherently responded to beneficiary needs which were evident in past assessments and mapping exercises; the short time frame allocated to project design and implementation limited stakeholder engagement primarily to remote modes. The JP proved highly relevant within the Eastern Caribbean context, and even more in the context of the COVID-19 pandemic. The coherence with other interventions of IFIs in the field of social protection was high.

175. The JP demonstrated the importance of beneficiary voice, and system-user perspectives in driving evidence-based design adaptation within the context of the JP – as evidenced by its ability to adapt to the COVID-19 pandemic, respond to the shock of hurricane impact, and trigger permanent expansion of social protection benefits. Information on disability status was included systematically in targeting assessments and consideration of gender equality and social inclusion issues was relevant in both the initial design and various adaptations of the JP.

176. The JP proved to be highly relevant in view of its contribution to the priorities of the governments of Barbados and Saint Lucia, as well as the OECS. The coherence was demonstrated in many ways internally with other PUNOs initiatives, but most importantly externally building on and further leveraging the work of the World Bank and Caribbean Development Bank.

'What are the results of the JP?'

CONCLUSION 2: Overall, there has been considerable progress towards the expected outputs and outcomes of the JP which was facilitated by developing partnerships and collaborations beyond the PUNOs and RCO, as well as by governments' demand for strengthening social protection systems. There was evidence of the benefits of jointness and adaptability of the JP to respond to dynamic situations and emerging beneficiary needs due to effectively leveraging comparative advantages and linking with development partners – the JP linked expertise and evidence to drive results.

177. The JP joined not only PUNOs, but also government actors, IFIs, private sector actors, and other development partners – partnerships and models of jointness beyond PUNO collaboration are a critical factor and could be leveraged by more focused efforts on joining partners beyond a JP's PUNOs; the JP's strategic focus on systems-building is a good practice that should be continued.

178. Measured by the JP's indicators, the expected results were mostly achieved, yet some limitations of the monitoring system, including the availability of sex-disaggregated data were noted. While this evaluation presents a number of limitations and lessons learnt, the overall account gathered throughout the evaluation process demonstrates a strong narrative of success at the systemic level in regard to modelling adaptive social protection and learning from this experience to further fine-tune the systems.

179. The strong ability of the PUNOs and the RCO to develop and build on partnerships as well as the government clear demand to strengthen their social protection systems were factors that enabled reaching the expected results. On the other hand, change of government in Saint Lucia as well as constrained fiscal space represented constrained the progress towards the intended outcomes.

180. The COVID-19 pandemic appeared to be a catalytic factor for the JP. An external event that might have had presented an obstacle to the success of the JP, was turned into an opportunity to model adaptive social protection and learn from this experience for future scale-up. Notwithstanding the fact, that the 'virtuality' allowed for remote OECS level meetings that were regarded as key for rapid acceleration of social protection policy development in the region.

‘How efficient were the partnerships of the PUNOs and partners in implementing the JP and leveraging further resources?’

CONCLUSION 3: The JP is complex and multi-dimensional; there was evidence of efficiency resulting from the well-coordinated and adaptive collaboration between PUNOs – and this could be further enhanced by planned opportunities to review and adjust programming at the mid-term.

181. Universal adaptive social protection is complex and multi-dimensional - requires whole-of-government-and-society approach; the JP concept helps these efforts cohere – but could do so more effectively and efficiently with planned opportunities for programme review at mid-term.
182. Strong and regular coordination in the JP was a critical driver of efficiency and was crucial to overcoming the challenges related to the JP having a high number of PUNOs and the transaction costs this creates. The JP design and implementation created synergies and successfully balanced the strategic importance of the expected results vs. efficiency constraints resulting from joint implementation.
183. Limited absorption capacities combined with peaks of activity on the PUNOs side overwhelming the governmental counterparts at times by their request have resulted in un-anticipated implementation bottlenecks.

‘Is there evidence that in the long-term the JP is likely to contribute to changes in vulnerability?’

CONCLUSION 4: This JP provided an important platform for the formulation of effective and creative social protection strategies that respond to immediate and long-term needs of beneficiaries in the future.

184. The JP provided social protection support to mitigate intersectional vulnerabilities in the immediate aftermath of shocks and over the long term, through the permanent expansion of social protection coverage. Ongoing cooperation in efforts to develop the multiple dimensions of universal adaptive social protection systems is essential to fully address idiosyncratic intersectional vulnerabilities – especially those facing women and people living with disabilities – and the need for climate-change adaptation measures to mitigate future shocks.
185. The JP has been referenced as one of the best collaboration examples in the region and it has already been used as a model for the next round of the JPs and several of its aspects either replicated or extended.

‘To what extent are the benefits of the JP sustainable?’

CONCLUSION 5: The sustainability of the JP’s benefits is evident on multiple levels including coordination structures, evidence development, and permanent expansion of social protection coverage through triggering conditional disbursements under concessional loan financing from IFIs.

186. The Country Coordinating Committees (CCCs) have gone beyond JP governance tools to promote wider coordination among government agencies and departments with a social protection lens, as well as other development partners working in-country. This provided opportunities for increased collaboration with other donor partners, identifying synergies and avoiding duplication. Examples include the World Bank funded review of Saint Lucia’s Social Protection Policy informing the JP-supported review of Saint Lucia’s Social Protection Bill; the World Bank Funded PAP Operations Manual to include a Chapter on Referrals and Linkages elaborated through the JP. The strong coordination demonstrated in this JP was a critical element in making the linkages required to support gender-responsive elements of the JP (e.g., UN Women recruiting social workers from a short-list provided by the Ministry of Equity in Saint Lucia).
187. As the first JP in the region under the Joint SDG Fund – and early in the process of UN reform – the JP revealed opportunities and constraints that can be pursued and addressed in future joint programming (whether as a ‘JP’ or other mode) to accelerate results for women, vulnerable people, and people living with disability.

'To what extent did the JP consider and contribute to gender equality, equity, and social inclusion?'

CONCLUSION 6: The JP considered and contributed to gender equality, equity, social inclusion and inclusion of persons with disabilities in numerous ways – by utilizing evidence of vulnerable people's views in the design process, at the systemic level through facilitating modelling and effective scale up and adaptation of existing SP programmes, and facilitating the process of the respective beneficiary Governments in systematically considering social protection options to maximize beneficiary resilience and ensure gender sensitivity, inclusive financial access, and consideration of people living with disabilities.

188. Gender, equity, and social inclusion are multi-dimensional factors that intersect with factors that drive systemic and structural vulnerability and marginalization. The JP effectively demonstrated how social protection can be adapted to be shock-responsive in both 'vertical' and 'horizontal' dimensions – as well as over time (for example, through supporting childcare services that enabled women to access job/skills training and access the labour market. The JP contributed to gender equality, equity, and social inclusion at the systemic level as a cross-cutting issue – including targeted interventions that modelled service provision for the most vulnerable women and children who experience intersectional and systemic challenges.

3.2. LESSONS LEARNT

LESSON 1: The two-year timeline of the JP does not allow achieving transformative impacts, particularly in complex programmes bringing together multiple governments and regional institutions.

189. While important contributions can be made to accelerate progress, two years is extremely tight to achieve transformative impacts, particularly in complex programmes bringing together multiple governments and regional institutions. In this regard, it's also important that PUNOs develop results indicators that focus on capturing process/progress in a more continuous fashion – to enhance the usefulness of monitoring data for decision-making and learning.

LESSON 2: The human resource capacity of partners should be considered in determining schedules for implementation of concurrent activities of PUNOs requiring feedback.

190. The human resource capacity of partners needs to be taken into consideration in determining the implementation schedule of the JP and particularly when activities are being implemented with the same governmental counterpart as this affects their ability to give timely feedback and can lead to bottlenecks in programme implementation.

LESSON 3: Coordination and regular interactions among PUNOs, with government and regional partners and with donors contribute to advancing smooth implementation despite external challenges such as COVID-19.

191. Close coordination and regular interactions among the PUNOs, with government and regional partners and with donors have contributed significantly to advancing smooth implementation despite the challenges posed by COVID-19 and in other cases, the lack of absorptive capacity of Government agencies.

LESSON 4: There are differences in financial and procurement procedures and processes among the different agencies and this needs to be recognised up-front to better facilitate inter-agency cooperation and to avoid varying/onerous requirements on national partners.

192. This lesson learnt on difference in financial and procurement procedures and processes and their need to recognize them up-front is consistent with the main recommendations of the OIOS evaluation on the contribution of the RC system to country-level strategy coherency – all four recommendations of the OIOS evaluation focus on some aspect of developing more robust guidance to support streamlining of reporting systems in the context of joint programme implementation.

3.3. RECOMMENDATIONS

The following recommendations (Table 7) were developed by the evaluation team based on the findings and conclusions presented in this evaluation report (the links between the different sections of the report are mapped in Annex 7). The initial set of recommendations was discussed with the Evaluation Reference Group members during the stakeholder workshop and further refined in consultation with the PUNOs and RCO to ensure utility and feasibility. The priority, timing and category is provided for each recommendation.

Table 7. Recommendations and associated notes

Recommendations & Sub-Recommendations		Grouping	Responsible	Contributor	Priority	Timing
1	Advocate for reviewing the timeframes for JP design and implementation. 1.1: Advocate with the Joint SDG Fund Secretariat to increase the time provided for the JP proposal/design process to allow for consultations with stakeholders. 1.2: Advocate with the Joint SDG Fund Secretariat to support JP designs with longer duration of implementation to foster transformative results (i.e., 5+ years).	Strategic Long-term	RCO	Joint SDG Fund Secretariat	High	September 2022 September 2023 (1.2)
2	Develop a rubric of criteria to be used in validating the selection of PUNOs in future JPs to ensure coherent rationale for collaboration based on comparative advantages and mandates of each agency - with consideration of joint programming transaction costs.	Strategic / Medium-term	RCO	Joint SDG Fund Secretariat	High	December 2022
3	Systematically include mid-term reviews and enhance flexibility in future JPs to create space for reflection and revision of activities, budget, indicator targets, lesson-learning, etc. 3.1: Advocate with the Joint SDG Fund Secretariat for systematic inclusion of mid-term reviews and mechanisms to ensure budgetary and design flexibility in the JP. 3.2: Systematically use mid-term reviews to better capture relevant data for operational decision-making and adapt / revise plans, indicators, etc. as appropriate.	Strategic Medium-term	RCO	PUNOs Joint SDG Fund Secretariat DCO in NY	High	December 2022
4	Where JPs work with governments to expand or pilot new ways of providing social protection support, advocate with Government counterparts to ensure that a strategy is in place to communicate the purpose and scope of pilot interventions with beneficiaries.	Operational Medium-term	PUNOs	Joint SDG Fund Secretariat Gov. Partners	High	December 2023
5	The PUNOs and RCO should advocate with the governments of Barbados and Saint Lucia to sustain the Country Coordinating Committees that were established for this JP. 5.1: Advocate with partner governments for their sustained leadership of CCCs. 5.2: PUNOs should continue engagement on social protection and leverage CCCs to both catalyse and operationalize policy work and systems-level progress on social protection.	Strategic Long-Term	RCO, PUNOs	Governments of Barbados and Saint Lucia, OECS	High	December 2023

Recommendations & Sub-Recommendations		Grouping	Responsible	Contributor	Priority	Timing
6	Future efforts of PUNOs which scale-up/replicate this JP should replicate its systematic consideration of gender equality, equity, and social inclusion in their design and strategies. 6.1: The PUNOs should ensure that in future JP design and implementation processes, gender equality, equity, and social inclusion are considered systematically. 6.2: While pursuing opportunities to 'leap-frog' technological hurdles that impede inclusive financial services, PUNOs should ensure that special provisions are in place to facilitate access to similar services for people who do not have the required hardware or user-understanding (as modelled in this JP) – i.e., interventions should be progressive and inclusive.	Strategic Long-Term	PUNOs	Private sector technology developers (PennyPinch)	High	Implement immediately and sustain as an SOP. December 2023

Annex 1. Summary of evaluation ToR

Final Evaluation of Joint Programme 'Enhancing Resilience and Acceleration of the SDGs in the Eastern Caribbean' (2020 – 2022)

Summary Terms of Reference | Commissioned by WFP, ILO, UNDP, UNICEF, UN WOMEN

Introduction

These terms of reference (ToR) were prepared by the WFP Caribbean Office jointly with UNICEF, ILO, UNDP, and UN WOMEN that are implementing partners of the joint programme '*Enhancing Resilience and Acceleration of the SDGs in the Eastern Caribbean: Universal adaptive social protection modelled at the community, national and sub-regional levels.*' The document is based upon an initial document review and consultation with stakeholders and following a standard WFP template (in its full version) whose evaluation system and procedures will be used for the purpose of this evaluation.

The Joint Programme (JP) contributes to the development of an **adaptive and universal social protection system in Saint Lucia and Barbados** through integrated policy development, programme design and service implementation. The Joint Programme takes an innovative approach to modelling and piloting at community, national and sub-regional levels, which complements national plans and leverages resources from existing policy loans from international financial institutions. The programme utilizes research, analysis, monitoring, and evaluation to support the evidence-based development of an adaptive system towards progressive universal coverage of social protection, while facilitating replication and expansion to Eastern Caribbean Countries (ECC) through South-South exchange under the Organization of Eastern Caribbean States (OECS) framework. This also includes strengthening the OECS Commission to support scale-up and sustainability of interventions and implementation across the ECC.

Rationale and Objectives

The evaluation is being commissioned for the following reasons:

- a. The SDG Fund requested the partners to commission a **final, independent and gender-responsive evaluation to assess the accomplishment of main expected results of the JP**, its contribution to improving the situation of vulnerable groups identified in the JP document, as well as its contribution to **SDG acceleration and UN Reform efforts**.
- b. The partner agencies will take the opportunity of this evaluation to assess **the value added of the partnership and take stock of lessons learnt and good practice** in view of future collaboration and (post)-COVID response.

This evaluation will serve the **dual and mutually reinforcing objectives of accountability and learning**. The gender equality and women's empowerment (GEWE), human rights and equity will be mainstreamed across both evaluation objectives. While requested by the donor on the ground of accountability, **the PUNOs consider the evaluation critical to build evidence around joint programming** and therefore there will be also a strong focus on learning.

Subject of Evaluation

The JP was designed to contribute to the development of an adaptive and universal social protection system in **Saint Lucia and Barbados**, covering the entirety of the countries unless otherwise specified. Its initial duration is of two years (January 2020 until January 2022) with an extension until May 2022 to allow finalizing the evaluation. The overall budget of the programme is USD \$ 4,804,402, with SDG Fund providing \$ 3 million and the rest being constituted by other funds of the five PUNOs. The JP has been co-led by UNICEF and WFP, while ILO, UNDP and UN Women are partnering for the implementation of the JP. The programme was approved in December 2019.

Methodology and Scope

The evaluation will look at **all activities** (through different lenses: design, implementation, results) across the different levels (national, community and regional) undertaken within the Joint Programme over its initially expected implementation period.

The evaluation will apply the international evaluation criteria of **Relevance, Coherence, Effectiveness, Efficiency, Impact, and Sustainability**. Additionally, the **gender, equity and inclusion** were also included as a separate criterion provided that the objectives of the Joint Programme are aiming to act upon them.

The evaluation will address the following key questions: **EQ1** – To what extent are the Joint Programme design and implementation relevant and coherent?

EQ2 – What are the results of the Joint Programme?

EQ3 – How efficient was the partnership of the PUNOs in view of implementing the Joint Programme and leveraging further resources?

EQ4 – To what longer-term changes has contributed the Joint Programme?

EQ5 – To what extent are the benefits of the Joint Programme sustainable?

EQ6 – To what extent did the Joint Programme take into account and contribute to gender equality, equity and social inclusion?

The detailed methodology will be designed by the evaluation team during the inception phase. It should:

- Employ the above outlined relevant evaluation criteria
- Apply an evaluation matrix geared towards addressing the key evaluation questions taking into account the data availability challenges, the budget and timing constraints
- Ensure through the **application of mixed methods that women, girls, men and boys from different stakeholders' groups participate** and that their different voices are heard and used
- Apply **participatory and innovative approaches to overcome possible access limitations** resulting from the COVID-19 pandemics. The evaluation team is invited to use elements from the [Evaluvision](#) methodology such as visual note-taking and facilitation when engaging with evaluation stakeholders. and communicating results.
- Be **utilization-focused**
- Include **a revision of the theory of change** of the Joint Programme
- Consider including **two case studies on the community level work** of the programme (possibly one in St. Lucia and second in Barbados). These case studies may use the most significant change approach.
- Consider **using contribution analysis or other appropriate approach to assess the longer-term changes** to which the JP has contributed to and national and regional level

The evaluation must conform to [UNEG ethical guidelines for evaluation](#). This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality, and anonymity of respondents, ensuring cultural sensitivity, respecting the autonomy of respondents, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results do no harm to respondents or their communities.

Organization of the Evaluation

The evaluation will be conducted by an **independent external evaluation team**. This team is expected to include two to four members, including the team leader and a mix of national (OECS) and international evaluators of different level of experience. In view of **evaluation capacity strengthening**, the inclusion of one **young or emerging evaluator into the team** (ideally OECS national) should be envisaged. To the extent possible, the evaluation will be conducted by a gender-balanced and geographically and culturally diverse team.

The **Resident Coordinator** organizes the evaluation and provides the strategic oversight of the evaluation process, including the approval of key outputs.

The **WFP Caribbean multi-country** office management (Director) will take responsibility to:

- Manage the evaluation by assigning an evaluation manager for the evaluation.
- Compose the Joint Evaluation Steering Committee and the Evaluation Reference Group

The evaluation is expected to take place between **December 2021 and April 2022**. With the following phases and deliverables:

- **Inception phase** | Dec 21 – Jan 22 | Inception Report
- **Data collection phase** | Jan 22 | Debriefing presentation
- **Analysis and reporting phase** | Feb – Mar 22 | Evaluation report, Summary & Video
- **Dissemination and follow-up** | Apr 22 | Management Response to evaluation recommendations

Annex 2. Timeline

Joint Evaluation Schedule			
Phases, roles, deliverables, and timing			
Phase 2 - Inception			
EM/TL	Brief core team	1 day	17 Jan
ET	Preliminary desk review of key documents	1 week	18 – 21 Jan
ET/EM	Inception Interviews / Meetings	2 weeks	24 Jan – 04 Feb
ET	Draft inception report	1.5 weeks	01 – 11 Feb
ET	Submit Draft inception report		11 Feb
EM	QA of draft IR by EM/REU, share w/DEQS	1 week	14 – 22 Feb
ET	Respond to comments in advance of ERG review	3 days	22-28 Feb
EM	Review and share w/ERG	1 day	28 Feb
ERG	ERG commenting period	1 week	28 Feb – 7 Mar
EM	Consolidate comments and provide to ET.	1 day	8 Mar
ET	Review/revise draft IR based on feedback; submit final IR.	3 days	8 - 10 Mar
EM	Review final IR and submit to the EC for review	1 day	11 Mar
EC & RC	EC endorses and RC approves final IR and shares with ERG	1 week	14 - 15 Mar
Phase 3 - Data collection			
EC / EM	Brief the evaluation team (if necessary) (remote)	1 day	16 Mar
ET	Data collection	4 weeks	16 Mar – 8 Apr
ET	Initial direction / consultation with videography firm to storyboard video		13 Apr
ET	Share Draft presentation for Debriefing with EM		15 Apr
EM	Comments on draft presentation or debriefing shared with ET		18 Apr
ET	Remote debriefing on preliminary findings (incl. participant polling)	1 day	TBC
ET	Final KII with the RC		22 Apr
Phase 4 - Reporting			
ET	Analysis and drafting of evaluation report (+ scoping of video component)	4 weeks	28 Mar – 20 Apr
ET	Submit draft evaluation report (for QA, will not reflect debrief feedback)		25 Apr
EM	QA draft ER by EM/REO, share w/DEQS, organize call w/DEQS;	1 week	26Apr – 3 May
ET/EM	To discuss and consider any required adjustments based on debriefing		25 Apr
ET	Respond to DEQS comments / revise ER	1 week	4-8 May
EM	QA ER and circulate to ERG, RB, and other stakeholders for comment	1 day	9 May
ET	Submit draft evaluation video for final commenting		15 May
ERG, RB	ERG, RB, and other stakeholders commenting (+learning workshop)	1 week	10 – 16 May
EM/ET	Comments on evaluation video submitted to videographer		17 May
EM	Consolidate comments received on ER and share with ET	1 day	17 May
ET	Review draft ER based on feedback received and submit final revised ER	1 week	17 – 21 May
ET	Submit final version of evaluation video		21 May
EM	Review final revised ER and submit to the evaluation committee for review	1 day	23 May
EC & RC	EC endorses and RC approves final ER and shares with key stakeholders.	1 week	24 – 27 May

Source: Evaluation Team

Annex 3. Methodology

This guidance ‘frames’ the evaluation and emphasize its intention to maintain a light footprint and simple design - thereby encouraging use and inclusivity of learning that occurs as a result.

The evaluation approach was designed to be use-focused, learning-oriented, and constructivist in its theoretical orientation. The aim of this approach was to create value through reflection, learning, and accountability. To effectively triangulate between different sources and types of data – while also considering the complex adaptive dynamics of the JP (through its revisions and response to COVID-19, etc.) – the evaluation matrix was used to structure the analysis.

The JP is ‘pitched’ at a strategic level and required a degree of conceptual nuance in its evaluation.

The results framework of the JP included – exclusively – quantitative indicators which do not adequately capture the nuanced results of the programme. They did capture JP activity outputs, which are numerous. The evaluation balanced a catalogical and causal approach – considering the various aspects of the JP, while intentionally focusing (and limiting) analysis along the core gist of the JP as illustrated in the revised ToC logic model.

During inception phase consultations, various stakeholders repeatedly encouraged a focus on the added-value of the ‘jointness’ of the programme. To this end, the evaluation includes a case study on ‘jointness’ (see Annex 10). The ET benchmarked the scope of this case study against the six country level case studies recently conducted as part of the OIOS’ recently published evaluation of the RC system’s contribution to country-level programme coherence (see case-study description excerpt from the evaluation report below).⁸⁷ Thus, the ET scoped the case study as involving roughly a dozen KIIs (with almost 100 percent overlap in relation to stakeholder sampling already planned). MCOs were explicitly excluded from the OIOS evaluation; this created a unique opportunity to meaningfully extend this existing data set and to consider if results observed in the JP support similar conclusions.

Snapshot of case study description and stakeholder sampling as conducted in the OIOS evaluation of the Resident Coordinator system contribution to country-level programme coherence (i.e., “jointness”)

b) **Case studies:** Six country case studies, selected in consultation with DCO. These were Azerbaijan, Ethiopia, Honduras, Jordan, Sierra Leone and Timor Leste. Selection criteria included: CF status (4 CF and 2 UNDAF); Human Development Index ranking; UNCT size; and regional geographic distribution. Peacekeeping missions, multi-country offices and countries recently engaged in other oversight activities were excluded. Each case study focused on a CF/UNDAF result area. Case studies were conducted virtually, consisting of a document review, direct meeting observations and interviews. Stakeholder interviews conducted across the six case study countries were as follows:

Case study stakeholders	Number of interviewees
Host government officials (Ministers and senior officials)	25
UNCT agency Heads (varied agency sizes, roles and presence)	34
RCs (in all six countries) and RCO staff	14
Community Service Organizations (CSOs)	12
Total	85

Source: OIOS (2021) Evaluation of the Resident Coordinator system contribution to country-level programme coherence

⁸⁷ OIOS (2021), Evaluation of the Resident Coordinator system contribution to country-level programme coherence. UN Office of Internal Oversight Services. 21 December 2021.

Annex 4. Evaluation Matrix

The evaluation matrix below was used to structure the ET's analysis of the JP's contributions to evidence-based results. Triangulation of data sources is described for each sub-question's analysis. The ET did not encounter any major constraints regarding data availability or general evaluability of criteria. The matrix below is intended for digital viewing at 300 percent zoom.

Evaluation Questions (Revised)				Criteria
Subquestions	Indicators	Methods	Sources	Analysis
1 – To what extent are the JP design and implementation relevant and coherent?				RELEVANCE, COHERENCE
1.1 To what extent were the JP's design and implementation based on evidence of the needs/priorities of the most vulnerable groups?	Evidence of design and implementation choices made based on vulnerability evidence.	document review, KIs	documentation and key informants	Analysis will triangulate key informant perspectives on the strategic positioning of the JP with documentation of how this positioning links to vulnerability issues.
1.2 To what extent was the design and implementation of the intervention relevant to the wider context and achievement of the SDGs?	Description of the JP's theoretical approach and positioning in relation to SDG targets	document review, KIs, group discussion, and workshop; conceptual development and visualization of a revised ToC and logic model for purposes of contextualization and clarity	documentation, key informants, existing versions of the JP ToC, and logic model from the JP concept note	Triangulation of documentation, key informant perspectives, and theoretical inputs by the ET. The final report will interrogate visual representations of the ToC and zoom in on causal dynamics and the JP's contributions to these.
2 – What are the results of the JP?				EFFECTIVENESS
2.1 To what extent were the expected outputs and outcome of the JP achieved?	Achievement of targets in the JP results framework; outcome descriptions	document review, KIs; PDM data on vulnerability	documentation, PDM data, and key informants	Triangulation of key informant perspectives with theory-based analysis of the JP's contributions to outcomes as described in documentation and evidenced by PDM data.
2.2 What major factors influenced the achievement or non-achievement of outputs?	Evidence of specific factors that influenced achievement of results and recommendations from previous evaluations being implemented	secondary analysis of outcome descriptions to identify trends and patterns; KIs; analysis of recommendations from previous evaluations	documentation, key informants	Thematic coding of output and outcome descriptions to identify factors contributing to results achievement. To be triangulated with analysis of relevant recommendations from previous evaluations implemented in the JP and perspectives of key informants.
2.3 Are there any significant unintended (positive or negative) results of the JP?	Evidence of unintended results	sensitivity to detection of unintended results during the process of the evaluation	ET will be alert to the emergence of evidence on unplanned results from any source	Significant unplanned results that are identified will be triangulated with the revised ToC and key informant perspectives to check if the logic remains valid in light of these results.
2.4 To what extent were the PUNOs able to effectively adapt the implementation of the JP to the COVID-19 context?	Evidence of adaptation	document review, KIs	documentation, key informants	This is a major result of the JP; analysis will triangulate the perspectives of key informants with evidence of adaptation (in response to the COVID-19 pandemic) found in documentation.
3 – How efficient was the partnership of the PUNOs and partners in implementing the JP and leveraging further?				EFFICIENCY
3.1 What facilitated or hindered operational efficiency of the JP and its links to / leveraging of other development efforts/actors/resources?	Evidence of key factors	document review, KIs	documentation, key informants	Analysis will triangulate the perspectives of key informants and evidence found in documentation of factors contributing to results at the output and outcome level.
3.2 To what extent were synergies created through the joint programme and what was the added value of the 'joint' nature of the programme?	Examples of synergies and/or synergistic dynamics	document review, KIs, case study	documentation, key informants	Systemic analysis based on the revised ToC logic will be used to consider examples of synergies as examples of value added by the jointness of the JP. This analysis will be triangulated with the perspectives of key informants and approached as a case study.
3.3 To what extent were funds deployed against plan by activity and PUNO in timely manner?	Funding and expenditure rates	document review, KIs	JP quarterly and annual reporting, key informants	Analysis will triangulate expenditure information contained in JP documentation with the perspectives of key informants and consideration of the reality of the COVID-19 pandemic response.
4 – Is there evidence that in the long-term the JP is likely to contribute to changes in vulnerability?				IMPACT
4.1 To what extent is the JP likely to contribute to increased resilience and/or reduced poverty among its target group?	Impact evidence from pilot / modeling aspects of the JP (incl. COVID-19 response)	document review, KIs; PDM data	documentation - secondary data (PDM data), key informants	Impact (as conceptualized in the revised ToC) is considered mostly as part of the JP's piloting and modeling outputs. The ET will triangulate documentation, PDM data, and perspectives of key informants.
5 – To what extent are the benefits of the JP sustainable?				SUSTAINABILITY
5.1 To what extent is it likely that the benefits of the JP at the national and regional level will continue after its implementation ceases?	Evidence of 'gaining traction' and momentum with regards to scaling of ASP models	KIs, document review	key informants, documentation	Analysis will triangulate between the perspectives of key actors in the context; evidence of model-scaling 'momentum' will be used to substantiate informed speculations on sustainability.
5.2 To what extent are the synergies and collaboration created through the JP between the PUNOs likely to persist after its completion?	Evidence of partnerships transcending the JP	Document review, KIs	documentation and key informants	Analysis for this question will triangulate the perspectives of key informants with documented examples of synergy to identify if/how the JP contributed to the likelihood of these persisting after the completion of the programme.
6 – To what extent did the JP consider and contribute to gender equality, equity, and social inclusion?				GENDER, EQUITY, AND INCLUSION
6.1 To what extent was the JP design, implementation and monitoring sensitive to gender, equity, inclusion of persons with disabilities and social inclusion?	Evidence of design and implementation choices based on vulnerability - including inclusion of persons with disabilities.	document review, KIs (overlap with 1.1)	documentation and key informants	Analysis will triangulate key informant perspectives on the strategic positioning of the JP with documentation of how this positioning links to specific vulnerability issues (e.g., inclusion of people with disabilities as discussed in ToR Annex 12).
6.2 What are the results of the JP in terms of gender equality, women's empowerment, equity, inclusion of persons with disabilities and social inclusion?	Impact evidence from pilot / modeling aspects of the JP (incl. COVID-19 response) - specific focus on inclusion of persons with disabilities and specific modes of support and consultation.	document review, KIs, PDM data (overlap with 2.1 and 4.1)	documentation - secondary data, key informants	Analysis will triangulate between documented evidence of impact, secondary post-distribution monitoring data, and the perspectives of key informants to identify specific contributions of the JP to results at the impact level - in particular for populations with specific/idiosyncratic vulnerability profiles related to GEWE, disability, and climate-change vulnerability.

Note that sub-questions 6.1 and 6.2 include discussion of the guiding questions on inclusion of persons with disabilities as listed in Annex 12 of the ToR. These questions consider the inclusion of persons with disabilities from the perspective of targeting, inclusion requirements, consultation, structural inclusion in data sets and information systems, and specific modes of support for their inclusion in social protection.

Annex 5. Data collection Tools

The interview protocols for the participating UN Organizations (PUNOs), government officials, and other key informants – including household-level beneficiaries – are included below. These protocols were used to help guide interviews and open-ended discussions. They include all the questions that are relevant to the evaluation. The tools were adapted on-the-fly in response to the specific person/organization being interviewed (e.g., PUNO or government). To ensure sufficiency of information for triangulation, the same topics/questions were covered with multiple stakeholders.⁸⁸ The questions are organised by evaluation area (relevance/coherence, efficiency, effectiveness, impact, sustainability and gender equity and inclusion).

Introduction and consent

My name is _____. I am a member of the Salasan team of independent evaluators commissioned by the WFP, ILO, UNDP, UNICEF and UN Women offices in the Eastern Caribbean to conduct the final evaluation of the Joint programme 'Enhancing Resilience and Acceleration of the SDGs in the Eastern Caribbean: Universal adaptive social protection modelled at the community, national and sub-regional levels.'

This evaluation will serve the dual and mutually reinforcing objectives of accountability and learning. The aim of the interview is to obtain your views on key characteristics of the Programme in Saint Lucia/Barbados. We expect the interview will take about 1 hour. Your responses will remain anonymous as all identifying information will be removed for analysis and will only be used for the purpose of the evaluation.

By starting the interview, you are agreeing to participate. Your participation is voluntary, and you can stop at any time. There are no known risks to participate in this interview. All responses will remain anonymous, and the information will be used only for the purpose of the evaluation. All records will be destroyed after completing the evaluation.

Please confirm that you agree to participate in this interview and that we can record it for note-taking purposes.

[Additional ad-hoc explanation of the JP may be necessary depending on the level of familiarity of the respondent with the scope of the JP.]

The Interview with PUNOs

Draft Interview Questions	Administer to
Introduction/opener	
1. For how long and in what capacity have you been involved with your organization? What is the extent of your engagement or role with the Joint programme 'Enhancing Resilience and Acceleration of the SDGs in the Eastern Caribbean (hereafter called the joint programme)?	All (Directors, Programme staff, Other staff)
Relevance and Coherence	
2. How did the JP consider local context in the design of the programme? How well is the joint programme aligned with the Saint Lucia/Barbados and the regional social protection needs?	Directors, Programme staff
3. How did the JP go about ensuring the programme for Barbados/Saint Lucia/OECS included the needs of local stakeholders (government, civil society, women, disabled, and other vulnerable population)?	Directors, Programme staff
4. To what extent was the design and implementation of the intervention relevant to national and sub-regional (OECS) policies and work carried out by development partners such as the World Bank and CDB?	Directors, Programme staff
5. To what extent were the JP's design and implementation based on evidence of the needs/priorities of the most vulnerable groups (men and women, boys and girls, people living with disabilities)?	Directors, Programme staff
Effectiveness	
6. To what extent were the expected outputs of the Joint Programme delivered? What helped or hindered?	Programme staff, Other staff
7. To what extent were the PUNOs able to adapt the implementation of the JP to the COVID-19 context? To what extent was the reprogramming of funds for the COVID-19 response effective and efficient in supporting national response?	All

⁸⁸ While the stakeholder mapping exercise during the Inception phase identified up to 30 key informants, as discussed in Section 2.2 those from UN Women will not be interviewed.

8. Are data available and of sufficient quality to measure achievements? Are data disaggregated by the target population (e.g., women and girls, men and boys, disabled)? Are the indicators and M&E framework appropriate to capture all the results of the programme?	Programme staff, Other staff
9. What would you say are the main results of the JP? What factors contributed to or hindered achievement of those results? Is the ToC well defined – are outputs of the JP effectively contributing to the expected outcomes? Any unexpected outcomes?	All
10. What major factors influenced the achievement or non-achievement of the outcomes? Were there any obstacles or bottlenecks on PUNOs or government side that limit the successful implementation of the JP? Did these influencing factors differ Pre-COVID-19 vs. Post-COVID-19?	All
11. Any evidence that the JP is leading to an acceleration of SDGs in the Eastern Caribbean?	All
12. What changes have been induced by the programme within the social protection systems of Saint Lucia/Barbados and potentially other ECC?	All
Efficiency	
13. What factors facilitated or hindered operational efficiency of the JP? Was the JP able to leverage other development efforts and resources? How? Please give concrete examples?	All
14. Is the absorption capacity of the Government and PUNOs an obstacle/bottleneck to ensuring that implementation is going according to plan?	All
15. What are the strengths and challenges of the PUNOs working together? To what extent were synergies created through the joint programme and what was the added value of the 'joint' nature of the programme?	All
Impact	
16. To what extent is the JP likely to contribute to increased resilience and or reduced poverty among its target group (e.g., vulnerable groups of women and girls, men and boys, disabled)?	Program staff, other staff such as M&E specialist
Sustainability	
17. Does the JP programme include a sustainability plan? How was that plan developed? To what extent is it likely that the benefits of the JP at the national and regional level will continue after its implementation ceases?	Directors, programme staff
18. To what extent is there government or regional buy-in in the interventions that contributes to their sustainability? Is sufficient local capacity being built to allow Saint Lucia/Barbados/OECS to manage the systems and processes being put in place under the JP?	Directors, programme staff
19. What are the expected longer-term effects of the Joint Programme on the OECS Commission's work on social protection? Do you think these will be realised? Why/why not?	Directors, programme staff
20. To what extent are the synergies and collaboration created through the JP between the PUNOs likely to persist after its completion?	Directors, programme staff
Gender Equity and Inclusion	
21. To what extent was the JP design, implementation and monitoring sensitive to gender, equity, inclusion of persons with disabilities and social inclusion? Is disaggregated data by sex and disability collected throughout the programme? Was disaggregated data analysed and used to inform decisions and implementation of the JP? Is gender being mainstreamed throughout all policies and documents under the JP? How were marginalised women identified and targeted for the various components of the JP? How were disabled persons identified for inclusion in the JP?	Programme staff, other staff such as M&E specialist
22. What are the results of the JP in terms of gender equality, women's empowerment, equity, inclusion of persons with disabilities and social inclusion? What mechanism were put in place to ensure the final beneficiary group included the most vulnerable and inclusive of women and the disabled? Any challenges encountered in making sure the JP was inclusive of the identified vulnerable groups?	Program staff, other staff such as M&E specialist

The Interview with Government representatives

Draft Interview Questions	Administer to
Introduction/opener 1. For how long and in what capacity have you been involved with your organization? What is the extent of your engagement or role with the Joint programme ' <i>Enhancing Resilience and Acceleration of the SDGs in the Eastern Caribbean</i> ' (hereafter called the joint programme)?	All (Senior Management, Other staff)

Draft Interview Questions	Administer to
Relevance and Coherence	
2. Were you involved or consulted in the process of designing the JP? PROMPTS: How did the JP consider local context? How well is the joint programme aligned with the Saint Lucia/Barbados and the regional social protection needs?	All
3. How did the JP go about ensuring the programme for Barbados/Saint Lucia included the needs of local stakeholders (government, civil society, women, disabled, and other vulnerable population)?	All
4. To what extent was the design and implementation of the intervention relevant to work that you are directly involved in? PROMPTS: What about national policies and work carried out by development partners such as the World Bank and CDB?	All
5. To what extent was the design and implementation of the intervention relevant to achievement of the SDGs?	All
6. To what extent were the JP's design and implementation based on evidence of the needs/priorities of the most vulnerable groups (men and women, boys and girls, people living with disabilities)? Can you give any examples of this type of evidence?	All
Effectiveness	
7. Was the JP well-organized and coordinated? PROMPT: To what extent did the expected activities of the joint programme take place?	All
8. What support did you receive from the PUNOs in adapting the implementation of the JP to the COVID-19 context? PROMPTS: Were you satisfied with the reprogramming of funds for the COVID-19 response? Any challenges?	All
9. Are data being collected to measure achievements of JP? Are data disaggregated by the target population (e.g., women and girls, men and boys, disabled)?	All
10. What would you say are the main results of the JP in Barbados/Saint Lucia? What factors contributed to or hindered achievement of those results? Any unexpected outcomes (positive or negative)?	All
11. Were there any obstacles or bottlenecks on PUNOs or government side that limit the successful implementation of the JP? Did these influencing factors differ Pre-COVID-19 vs. Post-COVID-19?	All
12. What changes have been induced by the programme within the social protection systems of Saint Lucia/Barbados and potentially other ECC?	Senior Management
Efficiency	
13. Was the JP able to work effectively with other development partners and regional agencies working on related social protection issues Barbados/Saint Lucia (World Bank, CDB, CEDEMA, OECS)?	All
14. What are the strengths and challenges of the PUNOs working together? To what extent were synergies created through the joint programme and what was the added value of the 'joint' nature of the programme? Any lessons?	All
Impact	
15. To what extent is the JP likely to contribute to increased resilience and or reduced poverty among its target group (e.g., vulnerable groups of women and girls, men and boys, disabled)?	All
Sustainability	
16. Does the JP programme include a sustainability plan? To what extent are the benefits of the JP likely to continue after its implementation ceases?	All
17. Is sufficient local capacity being built to allow Saint Lucia/Barbados to manage the systems and processes being put in place under the JP?	All
Gender Equity and Inclusion	
18. Is disaggregated data by sex and disability collected throughout the programme? Was disaggregated data analysed and used to inform decisions and implementation of the JP? Is gender being mainstreamed throughout all policies and documents under the JP? How were marginalised women identified and targeted for the various components of the JP? How were disabled persons identified for inclusion in the JP?	All
19. What mechanism were put in place to ensure the final beneficiary group included the most vulnerable and inclusive of women and the disabled? Any challenges encountered in making sure the JP was inclusive of the identified vulnerable groups?	All

Script of Interview for World Bank Key Contact

This is the draft interview protocol for the development partner, the World Bank. It is to help guide an open-ended discussion with the key informant. This interview script will be further adapted to be based on the desk review which will help identify the most relevant questions to be covered. The questions are those relevant just to the World Bank.

Introduction and consent

My name is _____. I am a member of the Salasan team of independent evaluators commissioned by the WFP, ILO, UNDP, UNICEF and UN Women offices in the Eastern Caribbean to conduct the final evaluation of the Joint programme *'Enhancing Resilience and Acceleration of the SDGs in the Eastern Caribbean: Universal adaptive social protection modelled at the community, national and sub-regional levels.'*

This evaluation will serve the dual and mutually reinforcing objectives of accountability and learning. We are interested in talking with you as a development partner working in the region on Social Protection. The aim of the interview is to obtain your views on key characteristics of the Social Protection Programme in Saint Lucia/Barbados and the alignment and synergies working alongside the SDG Joint Programme. We expect the interview will take about 1 hour. Your responses will remain anonymous as all identifying information will be removed for analysis and will only be used for the purpose of the evaluation.

By starting the interview, you are agreeing to participate. Your participation is voluntary, and you can stop at any time. There are no known risks to participate in this interview. All responses will remain anonymous, and the information will be used only for the purpose of the evaluation. All records will be destroyed after completing the evaluation.

Please confirm that you agree to participate in this interview and that we can record it for note-taking purposes.

Introduction/opener

1. For how long and in what capacity have you been involved with your organization? What is the extent of your engagement or role with the Human Capital Resilience Project in Saint Lucia?

Relevance and Coherence

2. Please describe the Human Capital Resilience project in Saint Lucia and how it aligns with the work of the JP *'Enhancing Resilience and Acceleration of the SDGs in the Eastern Caribbean'*.
3. How well is the Human Capital Resilience Project aligned with Saint Lucia's and the regional social protection needs?
4. To what extent was the design and implementation of the JP relevant to work carried out by the World Bank and vice versa?
5. Does the Joint Programme create an enabling environment for the most vulnerable groups to benefit? How/why not?

Efficiency

6. What factors facilitated or hindered the World Bank's working relationship with the JP? Please give concrete examples.
7. What are the strengths and challenges of working together with the JP? To what extent were synergies created and what was the added value of the collaboration? Please give concrete examples.

Impact

8. To what extent and how is the collaboration efforts between the JP and the Human Capital Resilience Project likely to contribute to increased resilience and or reduced poverty among Saint Lucia's vulnerable population - women and girls, men and boys, disabled?

Sustainability

9. To what extent is it likely that the benefits of from this collaboration continue after implementation ceases?
10. To what extent is there government buy-in that contributes to sustainability?

Gender Equity and Inclusion

11. To what extent was the collaboration between JP and the Human Capital Resilience Project sensitive to gender, equity, inclusion of persons with disabilities and social inclusion?

Script of Interview for the OECS Key Contact

Introduction/opener

1. For how long and in what capacity have you been involved with your organization? What is the extent of your engagement or role with the Joint programme *'Enhancing Resilience and Acceleration of the SDGs in the Eastern Caribbean'* (hereafter called the joint programme)?

Relevance and Coherence

2. How well is the joint programme aligned with the social protection needs of the OECS?
3. How relevant is the JP for the OECS – to what extent was the design and implementation of the intervention relevant to OECS policies and work carried out by other development partners such as the World Bank and CDB? Did the JP influence the development of the regional Social Protection Policy? How? Please give concrete examples.
4. To what extent was the design and implementation of the intervention relevant to achievement of the SDGs?
5. Does the Joint Programme create an enabling environment for the most vulnerable groups to benefit? How/why not?

Effectiveness

6. What would you say are the main results of the JP on the sub-regional level of the OECS? To what extent does this lead to acceleration of SDGs?
7. What macro level changes have been induced by the programme within the social protection systems of Saint Lucia/Barbados and potentially other OECS countries?
8. What are the unintended (positive or negative) outcomes of the Joint Programme, if any?

Efficiency

9. What factors facilitated or hindered operational efficiency of the JP? Was JP able to leverage other development efforts and resources? How? Please give concrete example.
10. What are the strengths and challenges of the PUNOs working together? To what extent were synergies created through the joint programme and what was the added value of the 'joint' nature of the programme?

Impact

11. To what extent is the JP likely to contribute to increased resilience and or reduced poverty among its target group (e.g., vulnerable groups of women and girls, men, and boys, disabled)?

Sustainability

12. What are the longer-term effects of the Joint Programme on the OECS Commission's work on social protection?

Gender Equity and Inclusion

To what extent was the JP at the sub-regional level sensitive to gender, equity, inclusion of persons with disabilities and social inclusion?

Guiding principles of interviews with direct beneficiaries of outputs of the JP

Introduction and Consent (per above)

Note: Depending on the specific purpose of the interview and characteristics of the respondent, the interview is intended to be semi-structured and highly individualized – with the goal of deeply exploring the respondent's particular perspective and encouraging them to reflect on their own responses (engaging them in reflexive analysis). Various forms of photo or video documentation may also be used depending on the nature of the topics included in each instance.

PROMPT: Can you tell me about your experience with [\[issue that led to the respondent being selected\]](#)? (Identify specific elements of success or challenges experienced by the beneficiaries.)

PROBE FOR VISUAL EVIDENCE: Can you **'show'** the results of this programme? [\[capture photo/video\]](#)

DIRECT OBSERVATIONAL EVIDENCE: If consent is provided, capture video that illustrates vulnerabilities.

Annex 6. Fieldwork Agenda

The evaluation's data collection activities were mostly remote, with ten face-to-face interviews conducted with household level beneficiaries in Saint Lucia. A detailed schedule of interviews was developed progressively as the ET was able to confirm dates with key stakeholders. A preliminary debriefing covering findings from data collection and any remaining gaps was conducted in late April 2022.

Phase 3 – Data collection		
Brief the evaluation team (if necessary) (remote)	1 day	16 Mar
Data collection - Remote interviews with key informants - Face-to-face household level interviews	2 weeks	16 Mar – 22 Apr
Remote debriefing	1 day	April TBC

Annex 7. Findings-Conclusion-Recommendation-Map

Recommendation	Conclusion	Findings
EQ1: To what extent are the JP design and implementation relevant and coherent? (RELEVANCE & COHERENCE)		
1: Advocate for reviewing the timeframes for JP design and implementation.	1: The JP coherently responded to beneficiary needs which were evident in past assessments and mapping exercises; the short time frame allocated to project design and implementation limited stakeholder engagement primarily to remote modes. The JP proved highly relevant within the Eastern Caribbean context, and even more in the context of the COVID-19 pandemic. The coherence with other interventions of IFIs in the field of social protection was high.	Sub-question 1.1: To what extent were the JP's design and implementation based on evidence of the needs/priorities of the most vulnerable groups?
		1: There was use of evidence of the needs/priorities of the most vulnerable groups informed mainly by past assessments and identification of needs for analysis and mapping. However, the design process was constrained by the limited time available in the Joint SDG Fund proposal development.
		Sub-question 1.2: To what extent was the design and implementation of the intervention relevant to the wider context and achievement of the SDGs?
		2: The JP's contribution to the progressive realization of social protection systems was highly relevant to the context and targeted SDGs; it was even more relevant in the COVID-19 context.

Recommendation	Conclusion	Findings
EQ2: What are the results of the Joint Programme? (EFFECTIVENESS)		
2: Develop a rubric of criteria to be used in validating the selection of PUNOs in future JPs to ensure coherent rationale for collaboration based on comparative advantages and mandates of each agency - with consideration of joint programming transaction costs.	2: Overall, there has been considerable progress towards the expected outputs and outcomes of the JP which was facilitated by developing partnerships and collaborations beyond the PUNOs and RCO, as well as by governments' demand for strengthening social protection systems. There was evidence of the benefits of jointness and adaptability of the JP to respond to dynamic situations and emerging beneficiary needs due to effectively leveraging comparative advantages and linking with development partners – the JP	Sub-question 2.1: To what extent were the expected outputs and outcome of the JP achieved?
		3: Considerable progress was made on achievement of expected outputs and outcomes; the JP's indicators together with the narrative reporting captured the critical results of the JP, though the evaluation identified several limitations of the monitoring system.
		Sub-question 2.2: What major factors influenced the achievement or non-achievement of outputs?
		4: Several factors influenced the achievement or non-achievement of outputs, including the ability to leverage the work of other development partners in the region such as the World Bank (WB) and the Caribbean Development Bank (CDB), the demand of government partners, the COVID-19 pandemic, political situation in Saint Lucia, and funding availability within a constrained fiscal space.
		Sub-question 2.3: Are there any significant unintended (positive or negative) results of the JP?
		5: The 'linking' aspect of the JP was multifaceted and led to several unexpected results: contributing to domestic violence response (via service referrals), expanding financial inclusion (through piloting of innovative payment mechanisms) and highlighted the demand for social protection systems strengthening
		Sub-question 2.4: To what extent were the PUNOs able to effectively adapt the implementation of the JP to the COVID-19 context?
		6: The PUNOs effectively adapted the JP to the COVID-19 context, by supporting evidence-based decision making and increasing access to social protection, while simultaneously using the real-time experience to prepare the social protection system to adapt to future shocks.

	linked expertise and evidence to drive results.	
Recommendation	Conclusion	Findings
EQ3: How efficient was the partnership of the PUNOs and partners in implementing the JP and leveraging further resources? (EFFICIENCY)		
3: Systematically include mid-term reviews and enhance flexibility in future JPs to create space for reflection and revision of activities, budget, indicator targets, lesson-learning, etc.	3: The JP is complex and multi-dimensional; there was evidence of efficiency resulting from the well-coordinated and adaptive collaboration between PUNOs – and this could be further enhanced by planned opportunities to review and adjust programming at the mid-term.	Sub-question 3.1: What facilitated or hindered operational efficiency of the JP and its links to / leveraging of other development efforts/actors/resources?
		7: The transaction costs of a JP having many partners (as this one did) along with a small budget and short timeframe can become disproportionate to the added value of joint programming; strong coordination can mitigate this dynamic – leveraging jointness to accelerate results.
		Sub-question 3.2: To what extent were synergies created through the JP and what was the added value of the ‘joint’ nature of the programme?
		8: The COVID-19 pandemic-related travel restrictions catalysed remote collaboration on regional policy initiatives with the OECS and its member countries.
		9: The JP design and implementation created synergies and successfully balanced the strategic importance of the expected results vs. efficiency constraints resulting from joint implementation.
		Sub-question 3.3: To what extent were funds deployed against plan by activity and PUNO in a timely manner?
		10: Limited absorption capacities combined with supply bottlenecks (many interventions, studies, etc., with the same under-resourced government counterparts) slowed deployment of funds against activities; adaptation of the JP to COVID-19 leveraged efficiencies enabled by strong coordination to keep overall implementation on-track.

Recommendation	Conclusion	Findings
EQ4: Is there evidence that in the long-term the JP is likely to contribute to changes in vulnerability? (IMPACT)		
4: Where JPs work with governments to expand or pilot new ways of providing social protection support, advocate with Government counterparts to ensure that a strategy is in place to communicate the purpose and scope of pilot interventions with beneficiaries.	4: This JP provided an important platform for the formulation of effective and creative social protection strategies that respond to immediate and long-term needs of beneficiaries in the future.	Sub-question 4.1: To what extent is the JP likely to contribute to increased resilience and or reduced poverty among its target group?
		11: The JP helped to strengthen government processes used to identify people in need and respond; this included both vertical and horizontal expansion of social protection benefits, and in both countries the JP supported important linkages between disaster risk management and social protection.
		12: Beneficiary feedback at household level reflects gratitude for the support provided and strong demand for further social protection system strengthening to help them escape chronic poverty and mitigate intersectional vulnerabilities (e.g., to the impacts of climate change and systemic inequality).
		13: This JP is often referenced as one of the best collaboration examples in the region; it has already been used as a model and several of its aspects either replicated or extended.

Recommendation	Conclusion	Findings
EQ5: To what extent are the benefits of the JP sustainable? (SUSTAINABILITY)		
5: The PUNOs and RCO should advocate with the governments of Barbados and Saint Lucia to sustain the Country Coordinating Committees that were established for this JP.	5: The sustainability of the JP's benefits is evident on multiple levels including coordination structures, evidence development, and permanent expansion of social protection coverage through triggering conditional disbursements under concessional loan financing from IFIs.	Sub-question 5.1: To what extent is it likely that the benefits of the JP at the national and regional level will continue after its implementation ceases?
		14: It is evident that benefits of the JP will continue after its implementation; this can be seen in JPs developed in the last round of funding, which build on the JP's results and processes.
		Sub-question 5.2: To what extent are the synergies and collaboration created through the JP between the PUNOs likely to persist after its completion?
		15: The JP is already being replicated and built-upon in the region – through the RCO's programme pipeline, and other modes of partnership.

Recommendation	Conclusion	Findings
EQ6: To what extent did the JP consider and contribute to gender equality, equity, and social inclusion (GENDER, EQUITY, & INCLUSION)		
6: Future efforts of PUNOs which scale-up/replicate this JP should replicate its systematic consideration of gender equality, equity, and social inclusion in their design and strategies.	6: The JP considered and contributed to gender equality, equity, social inclusion and inclusion of persons with disabilities in numerous ways – by utilizing evidence of vulnerable people's views in the design process, at the systemic level through facilitating modelling and effective scale up and adaptation of existing SP programmes, and facilitating the process of the respective beneficiary Governments in systematically considering social protection options to maximize beneficiary resilience and ensure gender sensitivity, inclusive financial access, and consideration of people living with disabilities.	Sub-question 6.1: To what extent was the JP design, implementation and monitoring sensitive to gender, equity, inclusion of persons with disabilities and social inclusion?
		16: The design, implementation, and monitoring of the JP were highly sensitive to gender, equality, and inclusion of persons with disabilities and social inclusion issues – these were systematically addressed through its core focus on social protection universality (SDG 1.3).
		Sub-question 6.2: What are the results of the JP in terms of gender equality, women's empowerment, equity, inclusion of persons with disabilities and social inclusion?
		17: The results of the JP in terms of gender equality, women's empowerment, equity, inclusion of persons with disabilities and social inclusion are evident at the systemic level.
		18: The JP led the Government of Saint Lucia through the process of analysing social protection benefit payment options – including: 1) thinking-through the practicalities of scale-up issues (e.g., ability to cash-out, redemption options, speed, cost), 2) surveying beneficiaries on their willingness to use a digital wallet/app, 3) organizing sensitization sessions, 4) providing choice on how to be paid, and 5) learning lessons for the future.

Annex 8. List of people interviewed

The table below lists the positions and organizational associations of the key informants that were interviewed for this evaluation.

	Sex	Position	Date
WFP	F	WFP Head of Programmes	3/21
	M	WFP Caribbean Office Director	3/21
	F	WFP Regional Social Protection Officer	3/21
	M	WFP Regional Social Protection Officer	3/22
UNICEF	F	JP Programme Coordinator	3/28
	F	Social Policy Manager	4/06
	M	UNICEF Caribbean Office Director	4/08
	M	M&E Specialist	3/22
UN Women	F	Prog. Specialist - Economic Empowerment & Statistics	3/22
	F	UN Women Representative	3/29
	F	Consultant (all UN Women's activities in Saint Lucia)	3/22
	F	Consultant /Social Worker:	3/23
	F	Consultant Social Worker	3/23
UNDP	F	Joint Programme Coordinator	3/23
	M	Head of Resilience	3/23
	F	UNDP M&E Associate	3/28
ILO	M	Specialist, Social Protection and Occ. Safety and Health	3/25
UN RCO	M	UN Resident Coordinator, Barbados and Eastern Caribbean	4/22
	F	UN Country Coordination Officer, Saint Lucia	3/24
	F	Development Coordination Officer, Partnerships & DevelopmentFinance	3/24
SAINT LUCIA	F	Permanent Secretary, Ministry of Equity, Social Justice and Empowerment	3/29
	F	Deputy Director, Social Transformation, Ministry of Equity	3/25
	F	Social Welfare Officer, Ministry of Equity	4/06
BARBADOS	M	Coordinator, Ministry of People Empowerment	3/25
OECS	F	Head, Human and Social Division	3/29
WORLD BANK	M	Social Protection Economist	3/25
PennyPinch	M	Executive Director	4/06
Household Beneficiaries	M	Shock Responsive Social Protection, User of Payment App	3/25
	F	PAP Expansion (WFP pilot)	3/25
	F	Shock Responsive Social Protection, User of Payment App	3/26
	M	PAP Expansion (WFP pilot)	3/26
	M	Shock Responsive Social Protection	3/26
	F	Foster Care Grant Top-Up	3/27
	F	Shock Responsive Social Protection	3/27
	M	Child Disability Grant Top-Up	3/27
	F	Child Disability Grant Top-Up	3/28
	F	PLW / HIV AIDS (voucher)	3/30

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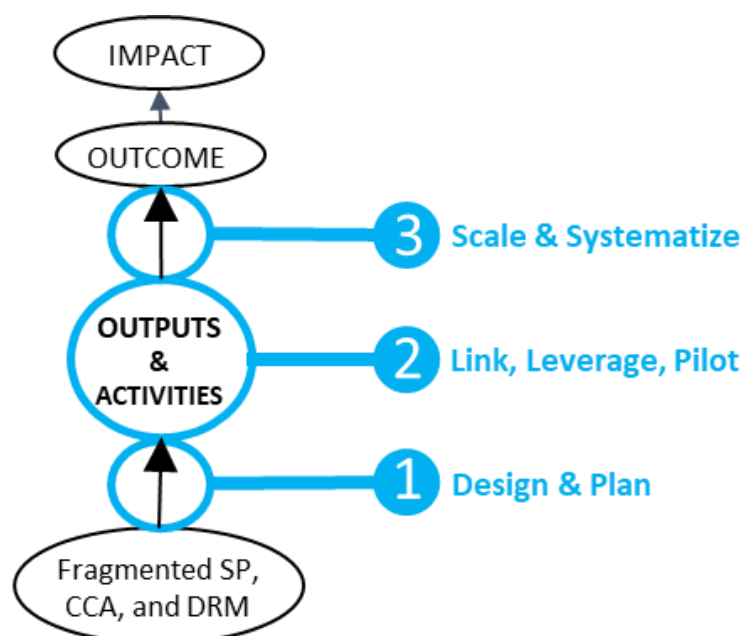
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Annex 10. Case Study on Jointness

As a cross-cutting analytical element, the evaluation overlays a thematic focus on the added-value of the ‘jointness’ of the programme. The scope of the case study is benchmarked against those conducted as part of the recent evaluation of the RC system contribution to country-level programmatic coherence.⁸⁹

The case study draws on roughly 12 KIIs; the sampling overlaps completely with stakeholders interviewed for the evaluation. The case study considers evidence of the added value of ‘jointness’ in terms of three critical causal contribution pathways identified by the evaluation team in the revised ToC (shown at right). The case study is grounded in a logical theoretical base and evidence of results contribution.

Illustration 3. Causal pathways



The JP was designed to achieve the outcome of poor and vulnerable people having predictable access to adaptive universal social protection – it is an effort of the Joint SDG Fund.

According to its original theory of change (ToC) and results framework, the JP is intended to contribute towards achievement of this outcome through delivering on five outputs – resulting from activities carried out jointly by the PUNOs. Its multi-country approach is expected to enable partner governments to accelerate progress towards the SDGs in support of national commitments and reflective of the vulnerabilities of small island developing States (SIDS) to external shocks – including climate-related events/impacts, and later, the impact of the novel coronavirus (COVID-19).

The JP covers Barbados and Saint Lucia; it also has regional relevance and is of interest to other member states of the OECS – as it aims to inform their social protection strategy framework. The JP is implemented by five PUNOs – United Nations World Food Programme (WFP) and the United Nations Children’s Fund (UNICEF) are co-lead agencies, in partnership with the International Labour Organization (ILO), the United Nations Development Programme (UNDP) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN WOMEN). The JP is a 2-year programme that was approved in December 2019 and expected to be completed from January 2020 until May 2022.⁹⁰

The budget documents indicate the overall budget of the programme is USD \$4,859,63391 with the Joint SDG Fund providing \$3,000,000 and \$1,859,634 contributed by the five PUNOs.

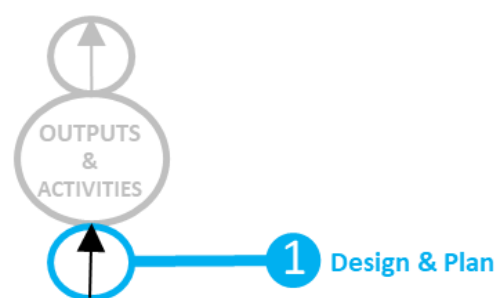
⁸⁹ OIOS. 2021. Evaluation of RC System contribution to country-level coherence.

⁹⁰ The initial duration is 2 years with an extension granted until May 2022 to allow finalising of the evaluation.

⁹¹ The amount stated in the ToR and overview of the budget in the Programme Document is \$4,804,402, while \$4,859,633 is the total presented in the budget document.

Design and Planning of the Joint Programme

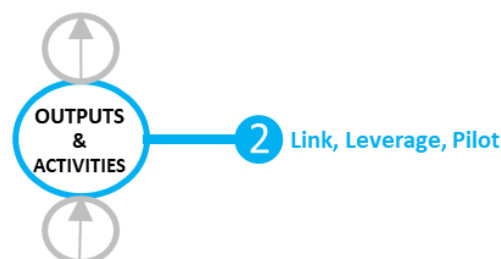
The Joint Programme enabled beneficiary countries to coordinate the design and implementation of activities through Government Ministries and agencies. For instance, the JP successfully linked Disaster Risk Management and social protection in Saint Lucia and in Barbados. These are both technical areas which require unique implementation strategies but in the case of this JP, implementers were able to systematically coordinate programme design and implementation to provide relief to beneficiaries while establishing systems and tools for these adaptive social protection responses.



In the design phase of the JP, there was added value of cross-pollination of ideas in an effort to develop a robust JP that leveraged the comparative advantages of each participating agency. However, a unified monitoring and reporting mechanism could have improved data management and further harmonized the joint approach. For example, the PUNOs could have pursued a joint approach to cash transfers; this would have involved broader intra-ministerial coordination since UN Women's government counterpart is not located within the same department in the Ministry of Equity that is authorized to make payments.⁹²

Link existing mechanisms, leverage resources, and pilot universal adaptive social protection models

The Joint programme provided a medium for dialogue among programme stakeholders and created a platform for Government agencies, UN Agencies and Civil Society debate challenges and formulate solutions to the problems confronting social protection in beneficiary countries.



Through the JP steering committee and country coordinating committee, strategic and operational guidance was provided to improve JP design and implementation. Partners held meetings to discuss JP strategy and implementation which allowed them to adopt to emerging shocks and challenges such as COVID-19.

The JP has contributed to the operationalization of UN Reform at the country level, with collaboration among UN agencies and the Resident Coordinator's Office working jointly, and in partnership with several agencies in-country, towards attainment of the common JP objectives. In addition to fostering coherence, this has also helped to attain a fundamental objective of the UN reform, which is to provide support to countries to accelerate progress on the attainment of the SDG's.

- The JP is facilitating, leveraging, and accelerating access to resources from IFIs and donors. The CODI assessment in Barbados is being used to draft a Social Protection Policy and Strategy, which will enable access to a 3.5 million euro grant from the EC. The temporary expansion of the PAP in Saint Lucia enabled the government to reach a disbursement-based indicator under a World Bank funded project, to help mitigate the impacts of COVID-19 and strengthen the social protection system including the permanent expansion of the PAP by an additional 1,000 households (a 38 percent expansion).
- The Country Coordinating Committees (CCCs) have gone beyond JP governance tools to promote wider coordination among government agencies and departments with a social protection lens, as well as other development partners working in-country. This provides opportunities for increased collaboration with

⁹² Other circumstances also factored-in to the decision-making around the mode of cash transfers used in the UN Women pilot under the JP. There was a strong sense of urgency and a real-life consideration of the fact that if timely disbursement of cash was not made, children of these households would not be able to attend school. This sense of urgency and household level responsiveness highlights the timeliness aspect of shock-responsive social protection benefits and the need to develop the capacities to quickly channel resources through the proper channels.

other donor partners, identifying synergies and avoiding duplication. Examples include the World Bank funded review of Saint Lucia's Social Protection Policy informing the JP-supported review of Saint Lucia's Social Protection Bill; the World Bank Funded PAP Operations Manual to include a Chapter on Referrals and Linkages elaborated through the JP.

- The regular interaction among PUNOs and with governments and other donor partners facilitates complementary activities outside of the JP. For example, ILO and CDB are working together on a framework for unemployment insurance in Saint Lucia, and the World Bank and UNICEF have started discussions on furthering the work done on the Microsimulation Model for Saint Lucia under the JP.
- This JP is often referenced as one of the best collaboration examples in the region; it has already been used as a model and several of its aspects either replicated or extended. However, limited absorption capacities of Government agencies combined with supply bottlenecks (many interventions, studies, etc., with the same under-resourced government counterparts) slowed deployment of funds against activities; efficiency was also lost in the adaptation of the JP to COVID-19, but pertinent adaptive efficiencies were also modelled in the process of implementation.
- The 'linking' aspect of the JP was multifaceted and led to several unexpected results: contributing to domestic violence response (via service referrals), expanding financial inclusion (through piloting of innovative payment mechanisms), but also creating problematic linkages (such as between contracted social workers and beneficiaries of a short term pilot project) that are not supported by a sustainable plan (i.e., social worker salaries) aimed at facilitating eventual 'graduation' of highly-vulnerable people from their need for ongoing public assistance support.

Scaling and Systemization

It is envisaged that the various beneficiary Ministries and the OECS Commission will continue to embrace efforts of the JP to improve the socio-economic landscape in St. Lucia, Barbados and other OECS Member States. Ministry officials focused on the formulation of more effective targeting mechanisms and improving social protection policies to improve the lives of beneficiaries. According to a St. Lucian Ministry official, "We don't plan to stop our implementation of services to beneficiaries when the project has ended; developing adaptive social programmes are part of the formulation of social protection strategies and to connect the Ministry priorities."⁹³



The JP enabled the Ministry of Equity to improve on the deficiencies in social protection policies. For instance, due to the jointness of the programme, there were issues with gender inclusiveness and UN Women was able to add value to the process. UNICEF contributed to policies focused on children and ILO assisted with labor issues, and WFP contributed expertise in shock-responsiveness.

In this context, the various PUNOs contributed to the design and modelling of SP systems and generation of evidence that has already led to replication of aspects of the JP in other countries – both in other JP funded through SDG Fund and through other funding mechanism such as a multi partner Trust fund for Covid.⁹⁴

⁹³ KII with government official.

⁹⁴ KIIs with the RCO, PUNOs, and government officials all confirm that the JP has been useful in informing future programming and similar initiatives in other countries in the region.

The JP also provided support to the OECS Commission to develop the OECS Social Protection and Social Inclusion Strategy, via a consultative and participatory process. This Strategy provides a guiding framework for OECS Member States who are in the process of or planning to develop, revise or implement their Social Protection policies including Antigua and Barbuda, British Virgin Islands, St. Kitts and Nevis, Dominica, Saint Lucia, and Anguilla.

Lessons Leant

The two years timeline of the JP was not in-line with its objectives to achieve results. While important contributions can be made to accelerate progress, two years is extremely tight to achieve transformative impacts, particularly given the speed at which governments and regional institutions move.

Coordination and regular interactions among the PUNOs, with government and regional partners and with donors have contributed significantly to advancing smooth implementation despite the challenges posed by COVID-19 and in other cases, the lack of absorptive capacity of Government agencies.

There are differences in financial and procurement procedures and processes among the different agencies and this needs to be recognised to better facilitate inter-agency cooperation and to avoid varying/onerous requirements on national partners. This is consistent with the main recommendations of the OIOS evaluation on the contribution of the RC system to country level strategy coherency – all four recommendations focus on some aspect of developing more robust guidance to support streamlining of reporting systems in the context of joint programme implementation.

The human resource capacity of partners should be taken into consideration in determining the implementation schedule of the JP as this affects their ability to give timely feedback. At the same time there remains a dearth in social protection data in the countries which impact the level of analysis that can be done. More concerted effort could have been given to developing the capacities of government stakeholders to carry out assessments and studies – vs. reliance on contracting short-term consultants for these activities.

Conclusions on the added value of ‘Jointness’

We conclude that there is potential value to be added by joint programming at each of the different levels discussed above (design; linking, leveraging, and piloting; and scaling/systemization). Conceptually, there is a paradoxical nature to the very concept of jointness – it entails a bringing together, but also assumes separation. This dissonance can be harnessed in creative and constructive ways but must be balanced with the bringing-together / streamlining of some aspects of this.

To illustrate with one final example from this JP, there was value in the fact that UN Women had a different primary government counterpart than the other PUNOs, AND that at the agency level, UN Women has different ways-of-working (in particular, with regards to their approach to cash transfers) than the other UN agencies. This allowed for a type of intervention that would have otherwise not been possible, as a ‘harmonized’ approach of channelling cash transfer funds through the government’s central budget would have precluded the timely response that was identified as a prioritized need among the highly vulnerable and marginalized group of women-headed households selected for the UN Women pilot. Reflection on this example and the questions around jointness that it raises will help to inform future JPs in their design and implementation.

Annex 11. Stakeholder analysis

The initial stakeholder analysis in the ToR was extended by specifying and rationalizing targeting in identification of primary, secondary, internal, and external stakeholders as presented further.

Stakeholders	Description	Involvement in Evaluation
Internal stakeholders		
The EC – RC; Directors of WFP, UNICEF, UN Women, ILO, and UNDP; JP Coordinator, and WFP EO	Key informant and primary stakeholder – A key evaluation governance group for the joint evaluation, responsible for ensuring credible, transparent, impartial, and quality evaluation in accordance with UNEG norms and standards and WFP's DEQAS; the EC has approval authority in the evaluation.	- Involved in briefings, and feedback sessions - Reviewing draft inception and evaluation reports.
The ERG – RCO, WFP, UNICEF, UN Women, ILO, and UNDP representatives	Key informant and primary stakeholder – An advisory group providing advice and feedback to the evaluation manager and the evaluation team at key moments during the evaluation process. They contribute to the credibility, utility, and impartiality of the evaluation. The ERG is also an evaluation governance mechanism – differentiated from the EC in that its primary role is advisory.	- Involved in briefings, and feedback sessions - Have a direct stake in the evaluation – will review and comment on draft reports and provide guidance on issues of political sensitivity - Some may be interviewed as key informants
PUNOs Regional bureaux (RB) for Latin America and the Caribbean/ Evaluation Manager	Key informant and primary stakeholder – Responsible for both oversight of country offices and technical guidance and support, the RBs management has an interest in an independent/impartial account of operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.	- The WFP regional evaluation unit provides support to the ET. - Use the evaluation findings to provide strategic guidance, programme support, and oversight for future programs.
PUNOs Office of Evaluation (OEV)	Primary stakeholder – The Offices of Evaluation have a stake in ensuring that joint evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various evaluation stakeholders as per UNEG norms and standards.	They may use the evaluation findings, as appropriate, to feed into centralized evaluations, evaluation syntheses or other learning products.
The Office of Resident Coordinator	Primary stakeholder – The RC is responsible and accountable for the development, strategic planning and oversight of the joint programmes funded by the Joint SDG Fund. The RC coordinates the conceptualization of the joint programmes and endorses the final proposal in coordination with the relevant PUNOs, to ensure alignment of the Joint Programme with national development priorities. The RC provides the strategic oversight of the joint programme through the local steering committees together with the PUNOs, government partners and other local stakeholders, managing implementation, monitoring, reporting, and evaluations.	- Involved in planning, briefing, and feedback sessions (the RC is on the Evaluation Committee) - Have a direct stake in the evaluation and will be a primary user of its outputs
Technical staff and/or JP Focal Points, and Project coordinators from WFP, UNICEF, UN Women, ILO, and UNDP	Key informant and primary stakeholder – Responsible for the planning and implementation of the JP.	- Involved in all phases of the evaluation - Invited to briefings, feedback sessions, and learning workshops - Interviewed as key informants
External stakeholders		

Stakeholders	Description	Involvement in Evaluation
Beneficiaries People living in poverty and vulnerable to climate-related events and particularly women – For example the 269 households receiving assistance in Saint Lucia under the pilot of the new payment mechanism, those receiving assistance under the COVID-19 response element of the JP, and those assisted under the UNWOMEN pilot.	Key informants and primary stakeholders – Vulnerable and marginalised groups targeted for the pilot in Saint Lucia who were recipients of assistance. Under the JP, particular attention was paid to the needs of women, children, and older persons directly, as well as youth, persons with disabilities and migrants indirectly where their needs are specific and - in the event of shocks – they are at risk of being further left behind. Given the national and universal coverage of the JP in Barbados and Saint Lucia, the beneficiaries can also be considered in terms of the entire population of these countries (who are served by national social protection systems). While governments are identified below as a separate stakeholder group, they are also considered beneficiaries of the JP's capacity building and collaborative approach to implementation (with pilots conducted under the JP adapting and running through existing government programs).	• 10 beneficiaries were interviewed as key informants to substantiate and drill-down into key issues in the causal contribution pathways identified for focused analysis • Secondary aggregate quantitative data on their characteristics and or qualitative data from focus group discussions/interviews to be used in the evaluation
Government of Barbados – Key government officials (Permanent Secretaries, Programme Officers, etc.)	Key informants and primary stakeholder – The Government of Barbados has a direct interest in knowing whether the JP activities in the country are aligned with its priorities, harmonized with the action of other partners, and meet the expected results. The evaluation is of particular interest to the Ministry of People, Empowerment and Elder Affairs.	• Will be interviewed as key informants • capacity development, handover and sustainability will be of particular interest.
Government of Saint Lucia – Key Government officials (Permanent Secretaries, Programme Officers, etc.)	Key informants and primary stakeholder The Government of Saint Lucia has a direct interest in knowing whether the JP activities in the country are aligned with its priorities, harmonized with the action of other partners and meet the expected results. The evaluation is deemed to be of particular interest for the following institutions: - Ministry of Equity (Saint Lucia) - National Emergency Management Organization (NEMO, Saint Lucia) - National Insurance Corporation (Saint Lucia)	• Will be interviewed as key informants • capacity development, handover and sustainability will be of particular interest.
The United Nations sub-regional team (UNST)	Key informants and primary stakeholder - The harmonized action of the UNST should contribute to the realization of the government developmental objectives. It has therefore an interest in ensuring that JP is effective in contributing to the UN concerted efforts. Various agencies are also direct partners of WFP at policy and activity level.	• Invited to learning workshops, as necessary
SDG Fund	Primary stakeholder – The JP is funded by the SDG Fund that has an interest in knowing whether its funds have been spent efficiently and if PUNOs work has been effective and contributed to accelerating SDGs and advancing the UN Reform process as outlined above.	• Invited to learning workshops, as necessary
World Bank	Secondary stakeholder - In Saint Lucia, the World Bank is undertaking a USD 20m loan for the Human Capital Resilience project. It focuses on strengthening technical and vocation education and training, as well as strengthening the social protection system and service delivery. The government values and is interested in the UN's role to bring in PUNOs' expertise from previous country engagement and strengthen elements of the social protection system in its adaptive capacity at policy and programme level, in close coordination with the Ministry of Equity as the main institution responsible for implementation of the social protection component of the Human Capital Resilience project.	• Relevant personnel will be interviewed as a key informant and or solicit relevant documents and/ or aggregate secondary data from them

Stakeholders	Description	Involvement in Evaluation
OECS Commission	Primary stakeholder - The OECS is the key partner for JP implementation at regional level. It is dedicated to economic harmonization and integration, protection of human and legal rights, and the encouragement of good governance among independent and non-independent countries in the Eastern Caribbean. This inter-governmental organization comprises Anguilla, Antigua and Barbuda, the Commonwealth of Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Vincent and the Grenadines, the British Virgin Islands, and - most notably for this Joint Programme - Saint Lucia, as well as Martinique and Guadeloupe. It is also in the process of developing a regional Social Protection Policy with the potential to advance the sector and particularly universal and adaptive social protection across the region further, not only through the OECS Technical Working Group on Social Protection, but also via fora such as the OECS Council of Ministers on Social Development. The OECS Living Standard Measurement Committee, including country national statistics office, staff from social development and economic planning ministries, also plays a critical role in establishing the criteria, timing, and strategy for the monitoring of living standards and labour conditions in the OECS, and has a well-established relationship with the JP PUNOs as associated members.	• Relevant personnel will be interviewed as key informants and or solicit relevant documents from them • Invited to learning workshops
Caribbean Development Bank (CDB)	Secondary stakeholder - The CDB is further strengthening capacities of key national counterparts in Barbados through three social protection consultants in government ministries and departments. The CDB is interested in close cooperation with the Joint Programme to leverage synergies at the country's critical juncture of the BERT process. CDB is also working with the government of Saint Lucia to develop a resilience building project and response to COVID-19 to include <i>inter alia</i> digitizing of payment system for PAP beneficiaries with the possibility of scaling up to other OECS countries. CDB and the ILO are also collaborating to support the National Insurance Corporation (NIC) of Saint Lucia with unemployment insurance processes and strategies.	• Invited to learning workshops, as necessary
Caribbean Disaster Emergency Management Agency (CDEMA)	Secondary stakeholder - CDEMA is a regional intergovernmental agency for disaster management in the Caribbean Community. With its initial responsibility for the coordination of emergency response and relief efforts to participating states requesting assistance, it now takes an integrated and proactive approach to disaster risk management and seeks to reduce the risk and loss associated with natural and technological hazards and the effects of climate change to enhance regional sustainable development. As such, the adaptive component of this JP is of particular interest in advancing this goal. CDEMA currently covers 18 Member States, including Barbados and Saint Lucia, and has well-established relationships with most of the JP partners.	• Invited to learning workshops, as necessary

Source: Evaluation Team – expanding on the analysis in the ToR.

Annex 12. Initial Theory of Change

IMPACT: Reduced structural inequalities for poverty reduction and resilience building

OUTCOME: Poor and vulnerable have predictable access to universal adaptive social protection

OUTPUTS

National Level			Community Level	Regional Level
Institutional capacities are strengthened for integrated service delivery through the development of evidence based, gender responsive social and disaster risk management policy and legislation	Innovative Financial strategies are introduced to ensure fiscal sustainability for minimum and expanded coverage	Implementation of national social protection programmes is strengthened with improved management and operational tools	Targeted communities benefit from piloted social protection programmes designed to strengthen their ability to anticipate, absorb and recover from climate-related shocks and stresses	Regional capacities are strengthened for adaptive social protection by engaging stakeholders for legal and policy coherence and south-south cooperation

CROSS-CUTTING ISSUES: Gender equality, climate change, inter-ministerial and regional policy coherence, capacity strengthening

ASSUMPTIONS: Continued government and partners' commitment at national, community and regional level; fiscal policies and related reforms keeping budget deficits and debt levels at current/lower level; space and platforms for evidence to inform decision-making; regional mechanisms and institutions can support regional policy coherence for social resilience; donor and development partner support for programme complementarity.

RISKS: Lack of buy-in and availability and allocation of resources (financial & non-financial); institutional risks (Governance, accountability and misuse of resources); programmatic risks (gender and/or age discriminatory roles and practices, implementation and monitoring); contextual risks, such as hurricanes/storms/flooding and environmental and social sustainability.

MITIGATION: Working closely with governments/partners and alignment with national and regional priorities, supporting ongoing budget analysis and fiscal space; multi-sectoral coordination mechanism with senior level government/partners and UN HoAs incl. joint monitoring and reporting, building on UNCT mechanism, plus technical group meetings; technical support to advise on gender and discriminatory practices; diverting attention to responding to shocks building on the proposed tools and advocacy; support the development of social management plans.

Annex 13. JP's Logic Model

Outcome Poor and vulnerable people have predictable access to adaptive universal social protection		
Output 1	Key Activities	Accountable PUNO
Institutional capacities are strengthened for integrated service delivery through the development of evidence-based, gender-responsive social and DRM policy and legislation	1.1 Review St Lucia legislation to include adaptive social protection and gender-responsiveness, and support review of respective policy (with WB)	UNICEF, WFP
	1.2 CODI & roadmap follow- up in Barbados	ILO, UNDP, UNICEF
	1.3 Review St Lucia disaster risk management national plans to include adaptive social protection considerations	WFP
	1.4 Analysis of St Lucia household budgetary survey and other data, including related to gender, to inform policy revision (1.1)	UNDP, UNICEF
Output 2	Key Activities	Accountable PUNO
Innovative financing strategies are introduced to ensure fiscal sustainability for minimum expanded coverage	2.1 Analysis of expenditure and fiscal space for adaptive social protection in Barbados and St Lucia	ILO, UN Women, UNICEF
	2.2. Design of new financing Strategies for adaptive and shock-responsive social protection in St Lucia & Barbados	WFP, UNDP
Output 3	Key Activities	Accountable PUNO

Implementation of national social protection programmes is strengthened with improved management and operational tools	3.1 Reviewing and addressing gaps to ensure access to social services to support adaptive universal social protection, including for women (St Lucia)	UNICEF, UN Women
	3.2 Reviewing and optimizing delivery mechanisms and supply chain (cash, in kind)	WFP
	3.3 Procedures for shock response/tailoring social assistance for emergencies	WFP, UNICEF
	3.4 Data analysis & planning	WFP
Output 4	Key Activities	Accountable PUNO
Targeted communities benefit from realignment of social protection programmes designed to strengthen their ability to anticipate, absorb and recover from climate-related shocks and stresses	4.1 Piloting of community-level shock-responsive social protection interventions in St Lucia	WFP
	4.2 Analysis of livelihoods, seasonality and risks at community level in Saint Lucia	WFP
Output 5	Key Activities	Accountable PUNO
Regional capacities are strengthened for adaptive social protection by engaging stakeholders for policy coherence and South-South Cooperation	5.1 Strengthening OECS wide framework for adaptive social protection	UNICEF, ILO, WFP
	5.2 South-South Exchange and Learning	WFP
	5.3 Development of a regional census-based approach to measurement of SDG 5.4.1 (unpaid care work) and technical workshop on use of time use data in post-disaster needs assessment	UN Women

Annex 14. Evaluation Team

SALASAN's team for this evaluation was composed of highly qualified, senior, and experienced evaluators and technical specialists - including a Young Emerging Evaluator for the JP Evaluation. The team was composed of three consultants in total, a Team Leader, who is both a Canadian and Grenadian citizen, with extensive evaluation experience and key expertise in social policy development, capacity strengthening and GEWE; a Senior humanitarian evaluation expert with extensive experience with multilateral agency evaluations, DRR and social protection; and a Young Emerging Saint Lucia-based credentialed Evaluator with experience in social protection and social development. All team members are fluent in English, with the two Caribbean consultants fluent in their local Creole as well.

Team Member	Expertise / Qualification	Role	Responsibilities/Sectoral Coverage
Claudia Nicholson	• Evaluation Specialist • Social Policy and social protection • Capacity strengthening • GEWE and inclusion • OECS national	Team Leader	Responsibilities • Coordination of the evaluation team • Representation of the evaluation team and Head of evaluation mission • Coordination of inception report preparation including evaluation methodology design and schedule • Data collection and analysis • Presentation of preliminary results during debriefing • Coordination of evaluation report, incorporating team member's contributions and stakeholder feedback • Facilitation of the learning workshop Coverage • Social policy/social protection and adaptive social protection • Capacity strengthening • GEWE and wider inclusion issues
Nathan Horst	• Evaluation Specialist • Policy development and analysis • Partnerships/UN system agencies • DRR • Climate adaptation	Senior Evaluator and Lead Author	Responsibilities • Document review and analysis • Participation in virtual inception mission • Contribution to the inception report • Data collection and analysis • Contribution to evaluation report • Participate in team meetings, debriefings and learning workshop Coverage • Social policy/social protection and adaptive social protection • Capacity strengthening • DRR and climate adaptation • Partnerships
Brandon Antoine	• Young Emerging Evaluator • Social Policy and social protection • OECS national	Intermediate National Evaluator	Responsibilities • Contribution to the inception report • Planning of fieldwork in Saint Lucia • Data collection and analysis • Contribution to evaluation report • Participate in team meetings, debriefings and learning workshop Coverage • Social policy/social protection and adaptive social protection • GEWE and wider inclusion issues • Saint Lucia cultural context

Acronyms

ALNAP	The Active Learning Network for Accountability and Performance
ASP	Adaptive Social Protection
CCC	Country Coordinating Committee
CDB	Caribbean Development Bank
CDEMA	Caribbean Disaster Emergency Management Agency
CODI	Core Diagnostic Instrument
DE	Decentralized Evaluation
DEQAS	Decentralised Evaluation Quality Assurance System
DR	Document Review
DRM	Disaster Risk Management
EA	Evaluability Assessment
EC	Evaluation Committee
ECC	Eastern Caribbean Countries
EM	Evaluation Manager
EQ	Evaluation Question
ER	Evaluation Report
ERG	Evaluation Reference Group
ERP	Economic Relief Programme
EC	Evaluation Steering Committee
ET	Evaluation Team
FGD	Focus Group Discussion
GDP	Gross Domestic Product
GEWE	Gender Equality and Women's Empowerment
HH	Household
IFI	International Financial Institution
ILO	International Labour Organization
IR	Inception Report
JP	Joint Programme
KII	Key Informant Interview
MCO	Multi-Country Office
NEMO	National Emergency Management Organization
NIC	National Insurance Corporation
NIS	National Insurance Scheme
OECS	Organization of Eastern Caribbean States
OIOS	The Office of Internal Oversight Services

PAP	Public Assistance Programme
PUNOs	Partnering United Nations Organizations
RB	Regional Bureau
RC	Resident Coordinator
RCO	Resident Coordinator's Office
SDG	Sustainable Development Goal
SIDS	Small Island Developing States
TL	Team Leader
ToC	Theory of Change
UNICEF	United Nations Children Emergency Fund
UNDP	United Nations Development Programme
UN Women	United Nations entity dedicated to gender equality and empowerment of women
WFP	World Food Programme



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