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CARIBBEAN DEVELOPMENT BANK



FINAL EVALUATION REPORT

**COMMUNITY DISASTER RISK REDUCTION FUND
WITH MANAGEMENT RESPONSE (APPENDIX I)**

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April 2022

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THE COMMUNITY DISASTER RISK REDUCTION FUND (CDRRF)

Final Evaluation Report



April 2022

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This evaluation was carried out, despite challenging pandemic restrictions, by a team from Baastel which included Evan Green (team leader), Paulette Griffiths, Naomi Harris, and Alexa Khan. Team members were able to access rural project locations and engage with community leaders which added greatly to the evidence base and findings of this report.

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Serena Rossignoli managed the evaluation for OIE, having contributed to its design and subsequently assuring quality at all stages. Denise Padmore coordinated document research, interview schedules and evaluation logistics.

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Head, OIE

Executive Summary

The Caribbean Development Bank's (CDB) Office of Independent Evaluation has undertaken a final evaluation of the Community Disaster Risk Reduction Fund (CDRRF) and its eight sub-projects to assess their relevance, coherence, efficiency, effectiveness, and sustainability. The evaluation covers the implementation period of the Fund from 2012-2020 in four Borrowing Member Countries (BMCs): Jamaica, Belize, St Vincent and the Grenadines (SVG), and the British Virgin Islands (BVI).

The CDRRF is a multi-donor trust managed by the CDB, with contributions from the Government of Canada, the European Union and the CDB, that was established in 2012 to help community members and groups to reduce their vulnerability to risks associated with natural disasters and to adapt to a changing climate.¹ The CDRRF intended to support participating BMCs to:

- reduce risk to vulnerable populations at the community level via implementation of natural hazard risk reduction, climate change adaptation and or related livelihood demonstration products,
- develop experience-based knowledge from the pursuit of demonstration sub-projects to fill national and regional knowledge deficits,
- develop disaster risk management and CCA enhanced guidelines for country poverty assessments (CPA), and
- undertake a targeted strategy for dissemination of knowledge presented.²

The CDRRF was managed by CDB and supported by the CDRRF Trust Fund Steering Committee (TFSC) and the Project Technical Review Committee (PTRC). The CDRRF Project Management Unit (PMU) within the Environmental Sustainability Unit (ESU) oversaw the management and implementation of the Fund, including monitoring and reporting, and the management of sub-project implementation and sub-project management teams (PMTs). The PMTs, advised by sub-project steering committees (PSCs), were responsible for the implementation of activities and monitoring and reporting on each sub-project.

The purpose of this evaluation was to assess the relevance, coherence, efficiency, effectiveness, and sustainability of CDRRF. Investment in community-driven initiatives continues to be of interest to the CDB given the frequent and severe exposure of the region to multiple natural hazards; CDRRF was based on the theory that effectively engaged communities are more likely to own an intervention and therefore ensure sustained outcomes in the medium-to-long term. Understanding how, why and what extent CDRRF and its sub-projects have achieved expected outputs and sustained outcomes is consequently critical to the design of future community-based initiatives. The evaluation is additionally intended to be used for learning purposes by regional entities, such as the Caribbean Disaster Emergency Management Agency (CDEMA) and the

¹ The United Kingdom concluded its role in CDRRF in 2017.

² Community Disaster Risk Reduction Fund (CDRRF) Demonstrating Reduction of Natural Hazard Risk and Adaptation to Climate Change at Community Level, Paper BD 19/12

Caribbean Community Climate Change Centre (CCCCC), donors, namely, the EU and GAC and implementing partners.

The specific objectives of the evaluation were:

- (a) To assess the relevance, coherence, efficiency, and effectiveness of the CDRRF and the sub-projects it has supported;
- (b) To assess results in relation to the CDRRF objectives as per the Performance Measurement Framework (PMF);
- (c) To assess sub-project risk mitigation strategies, implementation challenges, and potential for sustainability; and
- (d) To document lessons and make recommendations to guide and inform the strategy for, and implementation of, future community-level environment, disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) projects.

METHODOLOGY

The evaluation utilized a mixed-methods approach, incorporating qualitative and quantitative methods and triangulation and analysis of the data to respond to the questions detailed in the evaluation matrix. The approach depended to a large extent on in-depth interviews with key informants; an e-survey with stakeholder groups, focus group discussions for an assessment of the strengths, weaknesses, successes and failures of the project; and case studies. A document review of project files, reports, minutes of PSC meetings and progress reports was also carried out. The Covid-19 pandemic plus CDRRF staff changes and attrition at both the sub-project and fund level created challenges and limitations with data collection efforts but the mitigation measures introduced and the use of multiple lines of evidence provide a fair degree of confidence in the findings.

FINDINGS

Over its eight-year existence, CDRRF has financed 8 sub-projects in four BMCs, conducted knowledge management and public education activities, and enhanced Country Poverty Assessment (CPA) to include Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) considerations to reduce the impacts of natural hazards and support climate change adaptation in vulnerable communities. These projects targeted farmers, fisherfolk, small business owners and employees, youth and the elderly in these communities through infrastructure improvements, hazard and vulnerability assessments and training initiatives. The enhanced CPAs were found to have been used in two of the target BMCs, BVI and SVG. Unfortunately, monitoring and evaluation efforts for the Fund were found to have been significantly lacking.

Relevance. The CDRRF design was found to be relevant to the needs of BMCs and community-level DRM and CCA. National and community stakeholders were engaged in sub-project design.

Coherence. The evaluation did not find any evidence that CDRRF influenced the efforts of other climate change projects, nationally or regionally. Concerning the promotion of gender equity, there was no evidence that the Fund's influence expanded beyond the target communities in the four BMCs despite the initial intention of the Fund to develop experience-based knowledge and fill national and regional knowledge

deficits. Evidence was found widely of the connections and alignment of the CDRRF's design to organizations', governments', and agencies' priorities and policies for CCA and Disaster Risk Management (DRM). However, there was no evidence of the CDRRF influencing institutional implementation efforts. Further evidence demonstrated that CDRRF was perceived as a more stand-alone intervention rather than a strategic national or regional intervention or influencer.

Effectiveness. The sub-projects partially completed their outputs.³ Those completed outputs are expected to contribute to community capacity to address DRR, climate change (CC), and livelihood issues (income generation and diversification) in the communities concerned. However, CDRRF was unable to realize the goals of the sub-projects or achieve the Fund's objective of *improved community-based security for men, women, and children across the Caribbean region in the advent of natural disasters and climate change* as several key activities and outputs remained incomplete at the time of sub-project closeout. Incomplete activities limited CDRRF's ability to appropriately address issues, causes, and critical CC and DRR development challenges in BMCs.

Efficiency. The Fund's systems, procedures, and processes coupled with weak communication, monitoring, and evaluation stifled implementation and success.⁴ The process and procedure-heavy approach to CDRRF management⁵ was ultimately deemed discouraging to community stakeholders and inefficient. While the Fund's design aimed to place community priorities at the center, the limited administrative capacity of the sub-project implementation teams was not appropriately taken into consideration and planning. The Fund did maintain its focus on community CCA and DRR needs, however it failed to consider communities' administrative capacities for applying the Fund's procedures and processes during project implementation.

Sustainability. The evaluation found limited evidence of the plans and structures required to ensure the sustainability of benefits arising from CDRRF. Without sustainability or succession plans for project outputs, it is unlikely that results will be sustained, scaled up or replicated. Some evidence was found that could lead to the sustainability, replication and scale up of specific results, namely the NGO Partnership Model and the Community Assessment of Readiness Tool (CART). The successful documentation of these are expected to support the design and delivery as well as the scaling and/or replication in similar projects across the region. Some implementation partners, such as Humana People to People Belize, BVI's Department of Disaster Management, and NEMO SVG, are expected to sustain results such as the institutional capacity increases due to the institutionalization of knowledge. However, a lack of sustainability planning, the limited documentation of project data and processes, and the breach of community trust are expected to challenge the sustainability of results and benefits in the target communities.

CONCLUSION

As countries and communities in the Caribbean continue to be severely affected by climate change and extreme weather events, demand for enhancing resilience at the community level has grown. The CDRRF was both an opportunity for CDB to act as a development agency, managing projects on community disaster

³ The sub-projects did not report progress uniformly, the evaluators managed to piece together the completion rates of outputs for 5/8 sub-projects, while the remaining three reported only on activity or output indicator completion. The information available was analyzed and synthesized under table 6.

⁴ Refer to section on efficiency for details.

⁵ Complex procurement and financial processes, lengthy and complicated project review and approval processes, delayed disbursements due to multi-level review processes.

management and climate change adaptation in the Caribbean and a test of what could be possible for the Bank's involvement in future approaches to community risk reduction in the region. Unfortunately, CDORF implementation was unable to meet expectations.

Concluding Observation 1: The Fund did not consistently document innovative and indigenous approaches to designing and delivering DRR and CCA interventions or document experience-based knowledge from the pursuit of demonstration sub-projects to fill national and regional knowledge deficits on community-based DRR.

Concluding Observation 2: CDORF serves as a lesson and warning against using complex processes and systems to implement and manage community development. Shortcomings in the implementation modality, management approach, and timeliness should be heeded by future community development practitioners working in the BMCs or regionally. The evaluation found that an implementation approach better tailored to community and implementor capacity may be better received and adhered to.

Concluding Observation 3: The Performance Management Frameworks (PMFs) at Fund and sub-project levels were poorly designed, aligned, and maintained. This shortcoming negatively affected results measurement and the assessment of the achievement of results.

Concluding Observation 4: The integration of gender analysis in DRR interventions did not move beyond the focus on women's 'participation' to the analyses required to uncover how risks to men and women can be reduced and resiliency enhanced during and post-disaster/crises.

Concluding Observation 5: Partnerships with established agencies enhance the sustainability of results. However, the lack of sustainability and succession planning, lack of perceived community ownership of results, and uncertainty of implementing partner resources are expected to threaten the sustainability of results and challenges scale-up or replication.

RECOMMENDATIONS

The evaluation makes five overarching recommendations flowing from the evaluation findings and concluding observations. These are addressed to the Caribbean Development Bank and the CDORF Trust Fund Steering Committee (funding partners) and are intended to inform future community-based DRR and CCA programmes.

Recommendation 1: The CDB should concentrate post-evaluation efforts on knowledge documentation and mobilization, focusing on learning from the challenges and successes of the Fund to contribute to more effective design and improvement of future approaches to community risk reduction in the region.

The CDB should make a concentrated effort not only to document the innovative and indigenous approaches to designing and delivering DRR and CCA interventions, and lessons learned throughout the implementation of the Fund, but to actively share and circulate this information in the region and internationally to guide future approaches to community risk reduction. The Bank's planned Knowledge Hub offers one potential avenue for doing so.

Recommendation 2: Future community based CCA/DRR initiatives should more thoroughly assess community implementation capacity before project launch and develop project management processes

that take appropriate account of observed limitations. The right balance needs to be struck between probity and accountability on the one hand and delegation and expedited no-objection decisions on the other.

Current Bank policies, procedures, and processes are designed and suited for large-scale interventions implemented by substantial implementing agencies or bodies. Community development partners and agencies should not be expected to have the same financial or operational capacity or to adhere to the same procedures or processes. Should the Bank decide to continue along the path of community-led development in DRR or CCA, effort should be focused on developing simplified processes specifically for community development initiatives, to facilitate timely decision-making and communication with community partners. **Additionally, comprehensive community assessments should be conducted to facilitate an informed understanding of the management and implementation capacities available.**⁶ Implementation capacity at all levels and across all institutions needs to be evidenced-based; a clear understanding of the knowledge, experience and skills set, as well as the optimal quantum of staff needed to manage/administer community-based interventions, needs to be assessed during the project design stage. This applies to the Fund management agency as well as partners at national and community levels.

Recommendation 3: Develop strategically aligned Performance Measurement Frameworks for tiered interventions, with SMART indicators and sufficient resources to undertake data collection. Ensure that implementors possess a clear understanding of the Framework’s utility as a management and measurement tool.

The CDB must ensure project management units (PMUs) at the Bank level and project management teams (PMTs) at the implementor level understand and can fulfill the primary objective of the PMF: to focus on results and track and report on a project’s key performance indicators. Project Performance Measurement Frameworks (PMFs) need to be evidence-based, aptly informed on community priorities and implementor capacity through assessments such as Livelihood Baseline Assessments (LBAs), project appraisals, Rapid Community Climate Vulnerability Assessment (RCCVAs), Knowledge, Attitude and Practices (KAPs), and CARTs. A logic model and theory of change should be developed at both a Fund and sub-project level to guide implementation, results measurement, and provide a common understanding of the strategic connections and cause-and-effect relationships in intervention design.

Recommendation 4: For interventions to be truly responsive, equitable and relevant in improving situations and/or livelihoods, a comprehensive gender (plus) analysis⁷ should be done before allocating budget to project activities and awarding proposals.

Interventions require appropriate situational assessment, including a gender (plus) analysis to understand how different women, men and gender diverse people may experience policies, programs and initiatives, and plan for these differing experiences. These assessments must be done before any budget allocation or proposal submission, to ensure an intervention will address and target appropriate areas and factors to truly be responsive, equitable, and relevant in improving situations and/or livelihoods. If gender, as a cross-cutting

⁶ “The use of CART will inform the feasibility of implementing an intervention or programme and help to identify the specific capacity-building strategies that will fit with the given level of readiness of the community and the beneficiary organisation”. Community Disaster Risk Reduction Fund, Ninth Meeting of the Trust Fund Steering Committee Caribbean Development Bank, Barbados, held on October 31, 2019.

⁷ Gender-based analysis Plus (GBA+) is an analytical process used to assess how different women, men and gender diverse people may experience policies, programs, and initiatives.

theme is to be integrated into national and community level policies and strategies related to DRR and CCA, these concepts will need to be articulated in user-friendly formats to support the analyses required.

Recommendation 5: Develop sustainability plans for each level of the intervention to maintain the achievement of results.

The CDB should integrate sustainability planning into the design and planning phase of project development. This plan should detail institutional arrangements for output and outcome maintenance and ownership arrangement for project outputs. Aligned to this plan should be an exit strategy which details participating partners' roles, responsibilities, and resources for implementation to ensure the longevity of project results beyond project close-out.

Acronyms

ACP-EU-NDRM	African-Caribbean Pacific – European Union – Caribbean Development Bank Natural Disaster Risk Management
BMC	Borrowing Member Country
BNTF	Basic Needs Trust Fund
BVI	The British Virgin Islands
CARICOM	The Caribbean Community
CARIFORUM	The Caribbean Forum
CART	Community Assessment of Readiness Tool
CBO	Community-Based Organization
CC	Climate Change
CCA	Climate Change Adaptation
CCCCC	The Caribbean Community Climate Change Centre
CDB	Caribbean Development Bank
CDEMA	Caribbean Disaster Emergency Management Agency
CDM	Comprehensive Disaster Management
CDRRF	Community Disaster Risk Reduction Fund
CERT	Community Emergency Response Teams
COO	Community Outreach Officer
COVID-19	2019 Novel Coronavirus
CPA	Country Poverty Assessment
DAVCO	District Association Village Council
DDM	Department of Disaster Management
DFATD	Department for Foreign Affairs, Trade and Development
DFID	Department for International Development
DiMSOG	Disaster Risk Management Strategy and Operational Guidelines
DMO	Data Management Officer
DR	Disaster Risk

DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EDF	European Development Fund
EHF	Environmental Health Foundation
ESU	Environmental Sustainability Unit
EU	European Union
EWS	Early Warning Systems
FC	Farmers Clubs
FGD	Focus Group Discussion
GAC	Global Affairs Canada
GoBVI	Government of British Virgin Islands
HPPB	Humana People to People Belize
HRD	Human Resource Development
IA	Implementing Authority
JAS	Jamaica Agricultural Society
JTFA	Jeffrey Town Farmers' Association
JTIDRRP	Jeffrey Town Integrated Disaster Risk Reduction Project
KAP	Knowledge, Attitude and Practices
KI	Key Informant
KPI	Key Performance Indicator
LBA	Livelihood Baseline Assessment
LRCDCBS	Llandewey/Ramble Community Development Committee Benevolent Society
LREDMIP	Llandewey/Ramble Community Environment and Disaster Mitigation Initiative
M&E	Monitoring and Evaluation
MIS	Management Information System
MTE	Midterm Evaluation
NEMO	National Emergency Management Organisation
NGO	Nongovernmental Organization

ODPEM	Office of Disaster Preparedness and Emergency Management
OECD DAC	Organization of Economic Cooperation and Development, Development Assistance Committee
OECS	The Organisation of Eastern Caribbean States
OIE	Office of Independent Evaluation
PM	Project Manager
PMF	Performance Measurement Framework
PMT	Project Management Team (sub-project)
PMU	Project Management Unit (CDRRF)
PLA	Participatory Learning Tools
PSC	Project Steering Committee
PTRC	Project Technical Review Committee
RADA	Rural Agricultural Development Authority
RBM	Results-Based Management
RCCVA	Rapid Community Climate Vulnerability Assessment
RMF	Results Monitoring Framework
SDC	Social Development Committee
SVG	Saint Vincent and the Grenadines
TADCBS	Trinityville Area Development Committee Benevolent Society
TAILMDRRP	Trinityville Area Integrated Land Management Disaster Risk Reduction Project
TFSC	Trust Fund Steering Committee
ToC	Theory of Change
TOR	Terms of Reference
UWI-SRC	The University of the West Indies Seismic Research Centre
WMC	Westmoreland Municipal Corporation

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Introduction

CDORRF BACKGROUND

1. The Community Disaster Risk Reduction Fund (CDORRF) was a multi-donor trust fund of USD24 million, established by the Caribbean Development Bank (CDB) in March 2012 with resources being provided by Global Affairs Canada, the UK Department for International Development (DFID), and the European Union (EU) through resources provided to CDB under the African Caribbean Pacific-EU-CDB Natural Disaster Risk Management in CARIFORUM Countries Project.⁸ The purpose of the CDORRF was to provide grant funding for disaster risk reduction (DRR) and/or climate change adaptation (CCA) initiatives at the community level in CDB Borrowing Member Countries (BMCs), except Haiti. These community-level initiatives were intended to enhance livelihoods, resilience, and sustainability within the communities. The Fund aimed to assist Community-Based Organizations (CBOs) to:
 - a. Reduce risk at the community level through the implementation of natural hazard risk reduction, CCA and/or related livelihood demonstration sub-projects, and
 - b. Develop experience-based knowledge from the pursuit of demonstration sub-projects to fill national and regional knowledge deficits on community-based DRR.
2. The CDORRF intended to support participating BMCs to:
 - a. reduce risk two vulnerable populations at the community level via implementation of natural hazard risk reduction, climate change adaptation and or related livelihood demonstration products,
 - b. develop experience-based knowledge from the pursuit of demonstration sub-projects to fill national and regional knowledge deficits,
 - c. develop disaster risk management and CCA enhanced guidelines for country poverty assessments (CPA), and
 - d. undertake a targeted strategy for dissemination of knowledge presented.⁹
3. Funding was provided to individual community-level DRR and CCA projects up to a maximum of USD650,000. Table 1 below details sub-project budgets funded by CDORRF.

⁸ The United Kingdom concluded its role in CDORRF in 2017.

⁹ Community Disaster Risk Reduction Fund (CDORRF) Demonstrating Reduction of Natural Hazard Risk and Adaptation to Climate Change at Community Level, Paper BD 19/12

TABLE 1. SUB-PROJECT BUDGETS THROUGH CDRRF

BMC	Sub-Project	Budget	Funds Disbursed
Belize	Building Adaptive Capacity and Resilience to Climate Change in Toledo, Southern Belize	\$648,860 from CDRRF grant	100% (\$648,860)
BVI	Establishing Flood-Resilient Smart Communities through Non-Governmental Organisation Partnerships	\$649,550 through CDRRF Grant	66% (\$428,339)
SVG	Volcano-Ready Communities in St. Vincent and the Grenadines Project	\$618,700 by CDRRF Grant	71% (\$438,199)
Jamaica	Building Resilience and Adaptation to Climate Change and Reducing Disaster Risk in Peckham and Surrounding Communities, Clarendon	\$621,500 through CDRRF Grant	76% (\$473, 251)
	Jeffrey Town Integrated Disaster Risk Reduction Project, St. Mary	\$645,484 through CDRRF Grant	91% (\$593,593)
	Llandewey/Ramble Environment and Disaster Mitigation Project, St. Thomas	\$650,000 through CDRRF Grant	31% (\$204, 000)
	Trinityville Area Integrated Land Management and Disaster Risk Reduction Project, St. Thomas	\$640,695 via CDRRF Grant	34% (\$217,473)
	Climate Change Adaptation and Risk Reduction Technology and Strategies to Improve Community Resilience (CARTS) Project, Westmoreland	\$650,000 via CDRRF Grant	8% (\$55,000)

4. The intended ultimate outcome of the Fund was to *improve community-based security for men, women, and children across the Caribbean region in the advent of natural disasters and climate change (CC)*. This was to be accomplished through two intermediate outcomes:
- Enhanced implementation of gender-responsive community-level interventions to reduce natural disaster risk and climate change impacts in four CDB BMCs, and
 - Improved integration of disaster risk and climate change impacts in Country Poverty Assessment and related support to BMCs.

The CDRRF was overseen by the Trust Fund Steering Committee (TFSC), which had overall responsibility for the coordination and guidance of the project. The TFSC comprised representatives from CDB, Global Affairs Canada, and The European Union (EU). The Project Technical Review Committee (PTRC) advised the Project Management Unit (PMU) and recommended sub-projects for its approval. CDB hosted the PMU in its Environmental Sustainability Unit (ESU) which managed the overall process of sub-project proposal solicitation, appraisal, implementation, monitoring and evaluation (M&E).

Context

5. Communities in the Caribbean are severely affected by climate change and extreme weather events, some of which have had disastrous impacts. Over the last twenty years, the Caribbean experienced damages on average of US\$1.6 billion per annum as a result of natural disasters.¹⁰ Since 1997, an estimated 1.2 million people in the Caribbean have been directly affected by natural disasters from the onset of climate change related events.¹¹ Communities in the Caribbean experience infrastructure, economic and human mobility risks to climate change and natural hazards which are exacerbated by the prevalence of hazards such as rising sea levels, warming temperatures, deforestation, and more frequent and stronger extreme weather events.¹²
6. The CDB's commitment to support its BMCs in the face of increasing natural hazards and events is well documented. The Bank's Strategic Plans 2010-2014¹³, 2015-2019¹⁴ and 2020-2024¹⁵ reflect strategic objectives related to supporting environmental sustainability and disaster risk management, promoting environmental sustainability, and building environmental resilience, respectively. However, as reflected in the CDB's proposal for establishing the CDRRF¹⁶, "...despite increasing regional awareness of the impact of natural hazards and the impact of climate change, there has been little recognizable and quantitatively measurable progress in enhancing resilience through tangible risk reduction/climate adaptation interventions at the community-level...tangible result-based natural hazard risk reduction, climate change adaptation and resiliency building at the community level, remains a core development challenge".¹⁷

¹⁰ World Bank, Disaster Risk Management in the Caribbean: The World Bank's Approaches and Instruments for Recovery and Resilience, 2018

¹¹ World Bank, 2018

¹² Global Americas: High-level working group on inter-American relations and bipartisanship, The Caribbean's extreme vulnerability to climate change: a comprehensive strategy to build a resilient, secure and prosperous western hemisphere, 2019

¹³ Caribbean Development Bank Strategic Plan 2010-2014, 2017

¹⁴ Caribbean Development Bank Strategic Plan 2015-2019

¹⁵ Caribbean Development Bank Strategic Plan 2020-2024

¹⁶ Community Disaster Risk Reduction Fund (CDRRF) Demonstrating Reduction of Natural Hazard Risk and Adaptation to Climate Change at Community Level, Paper BD 19/12

¹⁷ Ibid paragraph 1.02 and 1.03

7. Feedback¹⁸ from BMCs demanded efforts to enhance resilience at the community level. It was anticipated that the creation of the CDRRF would facilitate the documentation of innovative and indigenous approaches to designing and delivering DRR and CCA interventions that could be scaled up and/or replicated across the region. Further, lessons learned from the project would contribute to more effective future design and improvement of regional approaches to community risk reduction as well as the body of knowledge and guidance on how to deliver community based DRR and CCA interventions.

PURPOSE AND OBJECTIVES OF THE EVALUATION

8. This final evaluation of The Community Disaster Risk Reduction Fund (CDRRF) focused on the eight sub-projects, with analysis of the Fund's efforts and success in developing experience-based knowledge to fill national and regional gaps, develop disaster risk management and CCA enhanced guidelines for country poverty assessments (CPA), and undertake a targeted strategy for dissemination of knowledge presented.
9. As stated in the Terms of Reference (TOR), the evaluation has clear accountability and learning purposes. Investment in community-driven initiatives continues to be a guiding principle of the CDB, based on the theory that effectively engaged communities are more likely to own the intervention and therefore ensure sustained outcomes in the medium-to-long term. Understanding how and why CDRRF and its sub-projects have achieved expected outputs is of interest to the design of future community-based initiatives.
10. The overall objective of the final evaluation was to assess CDRRF's performance in relation to expected outputs and outcomes and to learn lessons from that experience. The specific objectives of the evaluation were:
 - a. To assess the relevance, coherence, efficiency, and effectiveness of the CDRRF and the sub-projects it has supported.
 - b. To assess results in relation to the CDRRF objectives as per the Performance Measurement Framework (PMF).
 - c. To assess sub-project risk mitigation strategies, implementation challenges, and potential for sustainability.
 - d. To document lessons and make recommendations to guide and inform the strategy for, and implementation of, future community-level environment (DRR and CCA) projects.

ORGANISATION OF REPORT

11. This evaluation report is organized into five main sections: introduction, methodology, evaluation findings, conclusions, and recommendations. The third section on evaluation findings is organized according to OECD-DAC criteria; relevance, coherence, effectiveness, efficiency, and sustainability. The appendices offer additional information and insight into the evaluation process and tools.

¹⁸ Ibid, para. 1.05

Approach and Methodology

Approach and Framework

12. The evaluation was guided by the Organization of Economic Cooperation and Development, Development Assistance Committee (OECD-DAC) Evaluation Standards¹⁹ and the CDB Evaluation Policy²⁰.

13. The evaluation employed the OECD-DAC criteria to assess the performance of the CDRRF and its sub-projects.

- a. The **relevance** of the CDRRF interventions was determined by assessing how and to what extent the CDRRF was appropriate in addressing Climate Change and Disaster Risk Reduction and development challenges in target communities in the four BMCs.
- b. The **coherence** of the Fund was assessed by examining the extent to which the CDRRF influenced and supported the efforts of other DRR or climate change projects, nationally or regionally, and promoted gender equity.
- c. The **effectiveness** of the CDRRF was discerned by assessing how the CDRRF contributed to addressing DRR, climate change, and livelihood issues whilst improving environmental resilience and DRR capacities within target communities.
- d. The **efficiency** of the CDRRF interventions was concluded by examining the extent to which CDRRF implementation and management made the best possible use of available resources.
- e. The **sustainability** of the Fund's initiatives was based on an assessment of how the benefits arising from CDRRF were expected to be sustained, scaled up and or replicated.

14. The evaluation adhered to the following guiding principles:

- a. **A Consultative Approach.** Stakeholder involvement was fundamental to the success of this consultancy. The evaluation team made a considerable effort to engage a wide cross-section of stakeholders and beneficiaries in the evaluation process, utilizing national/regional consultants and remote data collection, including electronic surveys and virtual meeting platforms. The evaluation team sought to work with project implementing partners to gather beneficiary feedback whenever possible to mitigate challenges over internet access (see the list of Focus Group Discussion participants in the Stakeholder Consultation List in Appendix 5).²¹

¹⁹ <https://www.oecd.org/development/evaluation/qualitystandards.pdf>

²⁰ https://www.caribank.org/sites/default/files/publication-resources/BD126_11EvaluationPolicyforCDB_FINAL_0.pdf

²¹ Field visits to projects in Jamaica and Belize were conducted by female national evaluators from each respective country. See appendix 9 for evaluators biodata.

- b. **A Theory-based Approach.** Theory-based approaches to evaluation use an explicit Theory of Change (TOC) to conclude whether and how an intervention contributed to observed results. The evaluation employed a theory-based approach, utilizing contribution analysis to determine how and to what extent (1) outputs were expected to contribute to sub-projects immediate, intermediate, and long-term outcomes, and (2) the sub-projects were expected to contribute to the Fund’s immediate, intermediate, and long-term outcomes. A TOC prepared for CDRRF is available in Figure 2.

REVIEW MATRIX

15. The evaluation matrix (presented in Appendix 4) was developed during the inception phase following a preliminary document review, consultations with key stakeholders, and an evaluability assessment. The Matrix outlines the key questions, sub-questions, indicators, sources of data and methods of data collection that guided the evaluation process. Data was triangulated and analysed to develop credible findings and conclusions.

Data Collection Methods

16. The evaluation collected quantitative and qualitative data from multiple primary data sources, including in-depth interviews and focus group discussions (FGD) with key informants, an e-survey, direct observation, and data from secondary sources, including project files, reports, and meeting minutes. See Figure 1 below for a summary of the data collection coverage.

FIGURE 1. DATA COLLECTION COVERAGE



17. **Document Review.** A comprehensive document review was conducted by the evaluation team beginning during the inception phase and continuing into the data collection phase. A total of **330 documents were analysed**, including Fund and sub-project implementation and progress reports, vulnerability, risk, and community assessments, grant agreements, and meeting minutes.

18. **Interviews.** A total of **88 semi-structured interviews** were conducted, with stakeholders from six pre-defined stakeholder groups.²² Tailored questionnaires were designed to guide interviews with all six stakeholder groups.²³
19. **Focus Group Discussions.** A total of **eight FGDs**²⁴ and **three town hall meetings**²⁵ were conducted with stakeholders and beneficiaries. Tailored questions and tools such as the Participatory learning tool (PLA) were used to support discussions with project beneficiaries to accommodate differing levels of literacy and education.
20. **E-Survey.** An electronic survey collected data from five pre-defined stakeholder groups²⁶ to gain both quantitative and qualitative insights through open- and closed-ended questions into the key topics of interest to the study identified based on the Terms of Reference (ToR), inception meetings, and adherence to the OECD-DAC criteria.²⁷ A total of **35 individuals completed e-surveys** which were gathered over one month. Another 18 respondents returned partially completed surveys, generating an e-survey completion rate of 66%.
21. **Direct Observation/Field Visits.** Field visits were conducted in Belize (one sub-project) and Jamaica (five sub-projects), covering **75% (6/8)**²⁸ of the Fund's sub-projects. The field visits were guided by the FGDs and interview frameworks as well as the evaluation matrix to ensure appropriate data collection occurred.

Data Analysis

22. The evaluation team committed to a mixed-methods analysis that incorporated qualitative and quantitative data sources, using existing data and reports and new primary data from stakeholders.
23. A variety of data collection techniques were used to identify trends and patterns in the large amounts of data received. Data gathered from the e-survey, semi-structured interviews and sub-project evaluations were organized through summarization, categorization, and linking using the evaluation matrix. The information was validated, edited, and organised to convert raw data into insightful information. Quantitative data was used to develop graphs and charts on specific topics and evaluation questions. Qualitative data was structured based on themes and evaluation questions. Quantitative trends were largely corroborated by findings from interviews and FGDs.

²² Donors, CDRRF Staff, CDB staff, Regional Entities, Implementing Partners and Staff, Beneficiaries

²³ Donors included those national governments providing financial support to CDRRF; GAC, EU, DFID; CDRRF staff included individuals who directly works on the implementation of the Fund within the CDRRF PMU; Regional entities included actors in the region involved in CCA and DRM such as CDEMA and CCCCC; Implementing partners were those agencies, organizations or actors that received fund disbursement to implement a project approved by CDRRF PTRC and TFSC; Beneficiaries included members of the community who received the results of the project interventions and activities.

²⁴ Sanquinetti Women's group: 12 people; Jeffrey Town Women's Group: 6 people; Llandewey: 8 people; Trinityville Women's Group: 9 people; Top Allston Group: 6 people; Western Supreme Oyster Farmers: 7 people

²⁵ Sanquinetti: 22 people; Jeffery Town: 24 people; Trinityville: 27 people

²⁶ PTRC, PSC, TFSC, CDB, Implementing Partners/Staff

²⁷ Stakeholder groups were identified in the Terms of Reference for the evaluation and in partnership with the Office of Independent Evaluation at CDB

²⁸ The field visits covered 75% of CDRRF sub-projects and 72% of the distributed funds.

24. **Synthesis and Triangulation:** the e-survey, interviews, FGDs, and direct observation allowed the evaluation team to gather a diverse range of perspectives on and experiences with the CDRRF over the eight-year implementation period. The primary data collection, coupled with secondary data from Fund documents, allowed the evaluation team to triangulate data.
25. The primary and secondary data collected was subjected to descriptive analysis in terms of the expected results and content analysis based on CDRRF's TOC and PMF. The following data analysis approaches were applied:
 - a. **Descriptive Analysis:** Based on the documentation reviewed and the data gathered from e-surveys, interviews and focus groups, the team completed a descriptive analysis of the project in terms of its expected results and the evaluation questions.
 - b. **Content Analysis:** Data collected during the evaluation process was consistent with the evaluation matrix (Appendix 4). The analysis was based on the extent to which evidence collected supported the Fund's theory to date and responded to the evaluation questions.
26. Reliability was ensured through data triangulation, the use of standardized instruments (surveys, interviews, and FGDs) and direct observation during field visits, and in compliance with standard practices in evaluation using these methods. A detailed work plan is available in Appendix 1.

Limitations and Mitigation

27. The evaluation was affected by a series of challenges to data collection which introduced limitations that required mitigation measures to lessen the negative consequences. These are summarized in Table 2 below.

TABLE 2. LIMITATIONS, MITIGATION, AND CONSEQUENCES

Limitations	Mitigation	Consequences
1. Difficulties in data collection and validation were encountered due to the length of time since the closure of some sub-projects.	The evaluation team worked to manage this limitation by structuring data collection tools (Before and After) and interview questions in a manner that prompted stakeholder reflection.	The evaluators were challenged nonetheless by the unavailability of information and data and stakeholder memory as a result of this timelapse between project/activity/event end and the evaluation. (See below)
2. A high attrition rate of staff and limited ability to contact original staff members or project stakeholders to interview.	The evaluation team worked to manage the limitation presented by high staff turnover by working with relevant stakeholders and staff to contact their predecessors or additional stakeholders with relevant knowledge. The evaluators were successful in contacting a limited number of stakeholders and staff who had moved to other organizations or institutions within the lifecycle of the Fund.	High attrition rates among staff, such as the knowledge management specialist and M&E specialist roles, and stakeholders coupled with inadequate documentation of project information resulted in the likelihood that project design and launch phase information were not fully captured in the evaluation.
3. Recall bias: Given the length of the intervention, respondents may not recall the required details in terms of capacity development initiatives, sequencing of activities and organizational arrangements.	The evaluation team worked to manage the recall bias limitation by structuring interviews and survey questions to invite stakeholder reflection.	The length of time elapsed between project closure and the evaluation, varying levels of stakeholder engagement, and the limited documentation of project data ²⁹ created the environment for stakeholder recall bias. The information gathered from stakeholders who experienced recall bias may have affected the strength of the reported information or data.

²⁹ Limited project data and institutional knowledge limited the extent to which the project design and launch phases were fully captured in the evaluation.

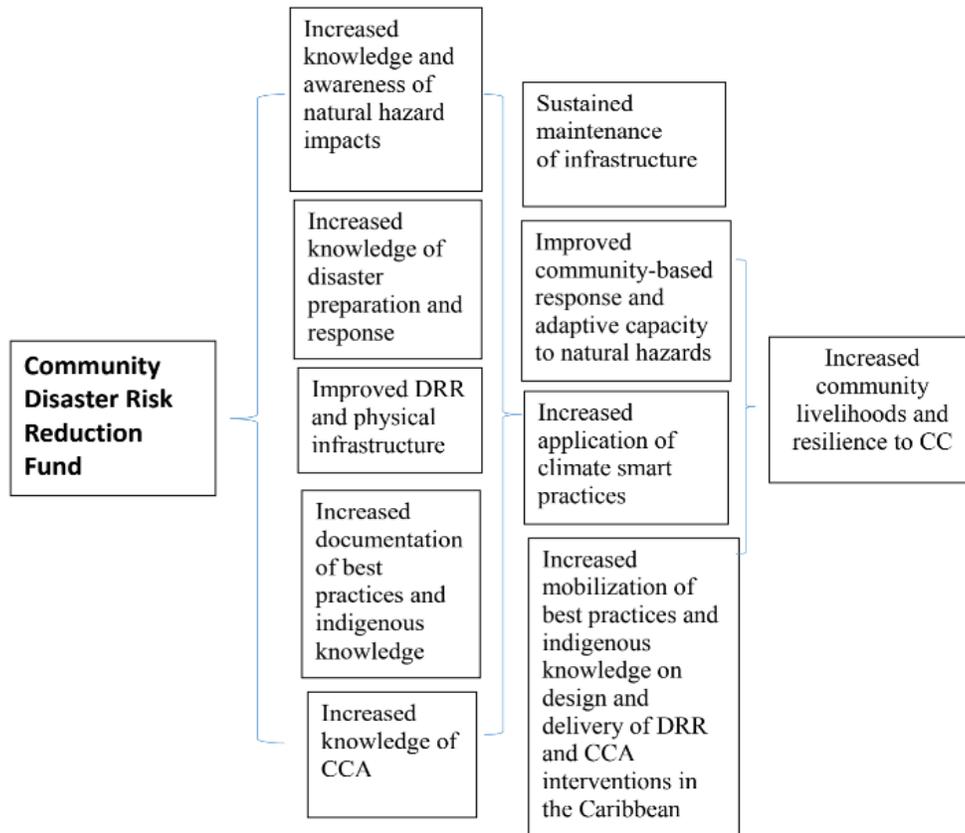
Limitations	Mitigation	Consequences
4. Lack of responsiveness of stakeholders to both e-survey and interview requests.	The evaluation team maintained a detailed record of the status of contact and response of each stakeholder and sent frequent reminders to prompt survey completion.	Despite this, the evaluation did not benefit from the input and voice of all relevant stakeholders. A number of stakeholders declined to participate in the evaluation or neglected to respond to the request for an interview or survey.
5. COVID-19 limited the team's ability to gather primary data: International and domestic travel limitations were imposed due to the global COVID 19 pandemic. The remoteness and lack of connectivity in CDRRF target communities presented challenges to data collection.	The evaluation team included local consultants based in Jamaica and Belize to overcome the challenge of international travel and to facilitate primary data collection. A representative sample of sub-projects (6/8) benefited from community site visits.	Due COVID-19 travel restrictions and the remoteness and lack of connectivity in communities in BVI and SVG, the evaluation team was prevented from engaging the community in the evaluation. The evaluation lacks insights and input from community members in BVI and SVG.
6. Unavailability of documentation or data to validate project outputs/outcomes or the status of project implementation by the time of terminal disbursement.	All documentation was requested upfront by the evaluation team to facilitate a comprehensive document analysis. While 330 documents were shared, several key documents were found to be missing/non-existent.	The lack of documentation and data collection resulted in the inability of the evaluation team to validate the majority of project outputs or outcomes. Sub-project reports included information and data on activities and at times the realization of outputs. However, data on targets, baseline, and supporting documentation to corroborate reported achievements were not available. Documents such as results trackers, activity completion reports, performance measurement frameworks with established baseline and targets, would have supported the validation of project achievements.

28. While the evaluation faced several data collection challenges, the combination of mitigation efforts and the use of multiple lines of evidence provided the evaluation team with a fair degree of confidence in the findings.

Theory of Change

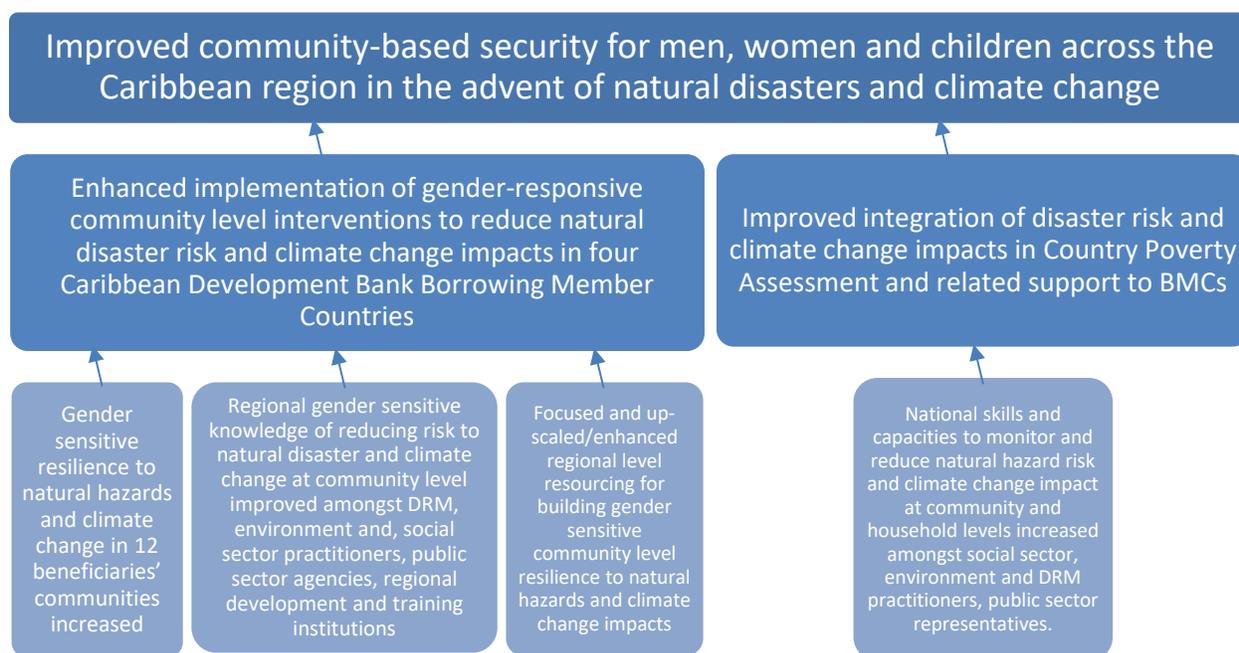
29. The CDRRF operates on the premise that natural disaster risk is a function of hazard, vulnerability, and capacity where Disaster Risk (DR) equals Hazard (H) multiplied by Vulnerability (V), all divided by Capacity (C). The dimensions of vulnerability, natural hazard risk and capacity are those factors that create differences in how severely people are affected by natural hazards. These factors determine whether or not a person or a community will be able to cope with the extreme conditions created by a natural hazard event, whether or not they can recover, and if they can recover, how quickly and complete this recovery will be.
30. The CDRRF theorized that increased community knowledge and awareness of natural events and hazards, improved early warning systems (EWS), improved shelter infrastructure and increased awareness of climate change and its impacts would improve community-based response to disaster and increase community capacity to adapt to climate change. These infrastructural and behavioural changes within target communities would then result in enhanced community capacity to recover from disaster situations and increased livelihood security.
31. The evaluation team developed the ToC in Figure 2 below, against which the chain of results was observed and assessed throughout the evaluation. The original CDRRF logic model (LM) (Figure 3) often does not match the results or outcomes of the sub-project activities. The discrepancies between the drafted ToC and Fund LM begin to reveal the structural misalignments of the interventions and plans. The Fund LM lacks vertical logic to explain how outcomes focused on up-scaled/enhanced regional level resourcing will build gender-sensitive community-level resilience to

FIGURE 2 CDRRF THEORY OF CHANGE



natural hazards and climate change impacts, leading to “enhanced implementation of gender-responsive community-level interventions to reduce natural disaster risk and climate change impacts in four Caribbean Development Bank Borrowing Member Countries”. Contrarily, the ToC, drafted under this evaluation, more clearly outlines how increases in knowledge of disaster preparation and response will support an increase in community-based responses and adaptive capacities to natural hazards. The vertical logic between sub-project and Fund performance measurement frameworks is analysed later under the section on Relevance (Finding 3).

FIGURE 3. CDRRF LOGIC MODEL



Evaluation Findings

Relevance

32. The vertical logic between Fund and sub-projects results levels should have been more clearly based on cause-and-effect relationships (as explained in paragraphs 47 and 48). Additionally, the Fund’s ToC should have been clearly articulated during project design and planning, specifying how the change would come about, who would benefit, and the strategic connections to stakeholders locally, nationally, and regionally.
33. The Fund and sub-project designs were found to be relevant to the priority needs of the BMCs in terms of DRR and CCA, addressing issues and key CC and DRR challenges at the community level. The Fund coupled the intent to facilitate collaboration between Government and Non-Governmental Organizations (NGOs) with responses to community contexts and DRR priorities, taking into consideration the needs of BMCs stakeholders, and bringing about a greater focus and wider appreciation on community DRM, “*providing a pathway forward for DRM.*” – *Key Stakeholder*. However, implementation was unable to fully realize the sub-project and Fund goals as several

activities remained incomplete at the time of project closeout: this limited CDRRF's ability to appropriately address issues, causes, and key CC and DRR challenges in BMCs.³⁰

34. Rapid Community Climate Vulnerability Assessments (RCCVA) were conducted for six of the eight sub-projects and key components of the sub-projects substantially addressed BMCs' DRR and CCA priorities on the results and effects of climate change and disasters. The CDRRF design was relevant to the needs of BMCs and community level DRM and CCA. National and community stakeholders were engaged in sub-project design.
35. The CDRRF's design, with its focus on community-driven development and the identification of community needs and priorities for DRR and CCA, appropriately demonstrated the Fund's intent to ensure that the community was at the center of the intervention. Unfortunately, throughout implementation the focus on community was overshadowed by the administrative and procurement requirements of the Fund.
36. While community consultations may not have informed the overall design of the CDRRF, they were integral to the design and implementation of six of the eight sub-projects (see Table 2 below). Project appraisals were conducted by CDRRF for each of the eight projects to support a comprehensive and participatory approach to community-based development and project design. Partners were found to have contributed significantly to sub-project design, scope, and analysis by assisting in crafting the specific interventions, reviewing sub-project concepts, and providing information on local, national, regional, and global frameworks and current approaches which shaped elements of the sub-project designs.
37. Rapid Community Climate Vulnerability Assessments were conducted for each of the eight sub-projects; however, the assessments were not conducted early enough to inform the design of two sub-projects in Jamaica (See Table 2 below). The RCCVA for *Jeffrey Town Integrated Disaster Risk Reduction Project (JTIDRRP) (2015-2019)* was conducted one year before project closure in March 2018, and the RCCVA for *Trinityville Area Integrated Land Management and Disaster Risk Reduction Project (TAILMDRRP) (2015-2021)* was completed in 2017 in the middle of project implementation. These two sub-project designs were not able to benefit from the assessment of community climate vulnerabilities.
38. Livelihood Baseline Assessments (LBAs) were conducted for five of the eight sub-projects. The LBAs gathered spatial, social, economic, livelihood and environment, social environment, and governance data to allow national, regional and international development partners to access critical data to inform development interventions within these communities and to improve DR management and reduction through a strong understanding of how these disaster risks can affect communities and the livelihoods that they depend on.³¹ Unfortunately, none of the LBAs were conducted in time to inform the design or early implementation approaches of the sub-projects. The LBAs were completed years into implementation or, in some cases, following project closure. The sub-projects were not able to design or commence implementation informed on the critical data to guide DR management or reduction.
39. Further information on the assessment and input timeline for each of the eight sub-projects is available in Table 3. The cells have been coded red where the community assessment was conducted

³⁰ A list of outputs and status of completion is available in table 5 under the section on effectiveness.

³¹ CDB, Critical Assessment Tools to Aid in Recovery and Rebuilding Process in St. Vincent and the Grenadines after La Soufriere Eruption, August 17, 2021

following sub-project launch and coded green where the community assessment was conducted before sub-project launch. The cells where no community assessment was conducted have been coded grey and labelled as not applicable (N/A).

TABLE 2. COMMUNITY ASSESSMENT TIMELINES

BMC	Sub-project	Start Date	End Date	KAP	LBA	RCCVA
Jamaica	Jeffrey Town Integrated Disaster Risk Reduction Project (JTIDRRP).	03/2015	03/2019	2016	2019	03/2018
	Trinityville Area Integrated Land Management and Disaster Risk Reduction Project (TAILMDRRP).	04/2015	07/2021	09/2016	2019 ³²	2017
	Climate Change Adaptation and Risk Reduction Technology and Strategies to Improve Community Resilience (CARTS) Project, Westmoreland	06/2018	03/2021	N/A	2019	05/2017
	Llandewey/Ramble Community Environment and Disaster Mitigation Initiative (LREDMI)	10/2017	12/2019	N/A	N/A	04/2016
	Building Resilience and Adaptation to Climate Change while Reducing Disaster Risk in Peckham and Surrounding Communities, Clarendon	10/2017	01/2021	N/A	2019	09/2016
SVG	Volcano Ready Communities Project	10/2017	Delayed	N/A	N/A	10/2016
BVI	Establishing Flood-Resilient Smart Communities through NGO Partnerships	06/2017	Ongoing	2021	N/A	07/2016

³² A baseline assessment and gender report were produced for the TAILMDRRP in 2016. It was not clear from project documentation whether the project design was amended based on these assessments conducted a year and a half into implementation. The LBA for TAILMDRRP was conducted in 2019.

BMC	Sub-project	Start Date	End Date	KAP	LBA	RCCVA
HPPB	Building Adaptive Capacity and Resilience to Climate Change in Toledo, Southern Belize	03/2017	09/2019	N/A	2019/2020	09/2016

40. The evaluation found extensive evidence that the needs of stakeholders and BMCs were largely reflected in sub-project design, despite the majority of community assessments and consultations having been conducted after project design and launch. Key components of the sub-projects substantially addressed BMCs' DRR and CCA priorities through interventions such as the rehabilitation of shelters, the establishment of Early Warning Systems (EWS), training of riverkeepers, targeted public awareness campaigns, and improved communication systems. Additionally, the farmers club model was found to substantially address CC challenges through the introduction of CCA agricultural practices.
41. **Belize.** The CDB's Rapid Community Climate Vulnerability Assessment (RCCVA) for Belize, conducted in 2016, found that coastal communities are affected by tropical storms, hurricanes, and floods with increasing frequency due to CC. In addition to livelihood vulnerabilities, the assessment identified weaknesses in the BMC's infrastructure for natural event response.³³ The main occupation in Toledo is small-scale subsistence agriculture which is highly susceptible to CC and natural hazards.³⁴ Given the high level of dependence on agriculture in the targeted Toledo District coupled with the challenges in DRR and response, the *Building Adaptive Capacity and Resilience to Climate Change in Toledo, Southern Belize project (2017-2019)* sought to increase the resilience of 11 vulnerable communities to natural hazard and CC impacts through infrastructure improvements, the Farmers Club model, and awareness-raising on CC and DRR.
42. **BVI.** The RCCVA for BVI, conducted in 2016, noted that in addition to flooding, the target project communities are also exposed to storm surges, tsunamis and sea-level rise linked to CC. The GoBVI identifies and prioritizes CC challenges, including changing rainfall patterns; stronger and more devastating hurricanes; and rising sea levels, which are expected to continue to worsen. The *Establishing Flood-Resilient Smart Communities through NGO Partnerships project (2017-ongoing)* was designed to address country priorities and community needs by increasing the resilience of JostVan Dyke and two communities in Tortola to CC impacts and natural hazards by focusing on physical infrastructure, DRR and CCA awareness, and DRR/climate-adaptive community-based monitoring and management.
43. **Jamaica.** The CDRRF conducted individualized RCCVAs for each of the five sub-projects in Jamaica. The assessments found that given the socio-economic and environmental challenges facing Jamaica, urgent interventions were needed to promote sustainable livelihoods, improve agricultural practices and production for food security and enhance the management of natural resources. Additionally, the RCCVAs found that the vulnerability of Jamaica to the impacts of climate change

³³ Community Disaster Risk Reduction Fund, Rapid Community Climate Vulnerability Assessment: Belize

³⁴ Donovan Campbell, Building Adaptive Capacity and Resilience to Climate Change in Toledo, Southern Belize: A Case Study, 2019

warranted the implementation of adaptation measures. It is critical to note that only three of five RCCVAs were completed in time to inform sub-project design in Jamaica. As aforementioned, the RCCVAs for *Jeffrey Town Integrated Disaster Risk Reduction Project (JTIDRRP) (2015-2019)* and *Trinityville Area Integrated Land Management and Disaster Risk Reduction Project (TAILMDRRP) (2015-2021)* were completed in the middle of project implementation. Without RCCVAs to inform project design, the two sub-projects were designed to respond to the vulnerabilities of the communities but lacked data on the severity and impact of the known vulnerabilities. The sub-projects in Jamaica sought to increase community resilience to CC through means such as improved disaster infrastructure, improved livelihoods, and increased CC and DRR awareness.

44. **SVG.** The RCCVA for SVG, conducted in 2016, noted that the BMC is prone to moderate levels of a variety of hazards particularly volcanic hazards from both La Soufrière volcano on St Vincent and Kick ‘Em Jenny in the southern Grenadines. *Volcano Ready Communities Project (2017- ongoing but delayed)* was designed to address the priority volcanic hazards and increase the resilience of 12 communities in St. Vincent and the Grenadines to volcanic and other related natural hazards through community emergency response procedures, knowledge and awareness-raising on natural hazards and CC, and enhanced hazard preparation and response.

The CDRRF was well aligned with National Disaster Management Strategies in the BMCs as well as regional policies and plans.

45. An extensive document review found CDRRF to be appropriately aligned with the National Disaster Management Strategies in the four BMCs. This finding was corroborated through stakeholder interviews. The Fund aligned well with the five major themes of Jamaica’s National Development Plan and the Strategic Framework for Agriculture under Vision 2030; BVI’s Climate Change Adaptation Policy directives on enhancing disaster management systems at the community level; the National Climate Change Policy, Strategy and Action Plan to Address Climate Change in Belize which prioritizes the support and involvement of private sector entities, and NGOs/CBOs at the community level as they seek to implement innovative measures to adapt to Climate Change impacts and climate variability within the broader sustainable development context; and the National Climate Change Policy of SVG that emphasizes the role of civil society and community mobilization CCA and DRM.
46. The Fund was also found to have responded well to the CDB’s DRR objectives as expressed in the Disaster Management Strategy and Operational Guidelines (DiMSOG)³⁵ and Board Paper.³⁶ A thorough document review found that the ultimate outcome of the Fund and each of the sub-projects

³⁵ <https://www.caribank.org/sites/default/files/publication-resources/DiMSOG-2009.pdf>

³⁶ Two Hundred and Fiftieth Meeting of the Board of Directors to be held in the Commonwealth of Dominica March 7, 2012, Community Disaster Risk Reduction Fund (CDRRF): Demonstrating Reduction of Natural Hazard Risk and Adaptation to Climate Change at the Community Level.

corresponded to the objectives of the Board Paper³⁷ as well as the goal³⁸ and purpose³⁹ of the DiMSOG (2009). The evaluation found that through its implementation and partnerships, the Fund sought to address the three DiMSOG outcomes.⁴⁰ Knowledge generated at the sub-project and Fund level was intended to respond to the latter three objectives of the Board Paper⁴¹.

47. The Board Paper declares that “despite increasing regional awareness of the impact of natural hazards, and the impact of climate change, there has been little recognizable and quantitatively measurable progress in enhancing resilience through tangible risk reduction/climate adaptation interventions at the community level. Interventions, where pursued, have tended to be singular and discrete with little to no systematic evaluation or replication.”⁴² While the design of the Fund responded to CDB’s DRR objectives, the implementation and results fell victim to these very issues it was designed to address. Issues of progress measurement will be further discussed under the section on Effectiveness (Finding 8).

A comparison of the CDRRF and the sub-projects Performance Measurement Frameworks (PMFs) and Logic Models (LMs) reveals a lack of vertical logic. The Fund PMF and LM did not consistently reflect the objectives and intended outcomes of the sub-projects. It is unclear whether this lack of vertical logic stemmed from a lack of understanding of the strategic direction of the Fund, or M&E expectations that were not appropriately aligned with implementor capacity.

48. The evaluation concluded that there was a lack of vertical logic between the sub-project and Fund LMs and PMFs. Vertical logic explains how outputs lead to outcomes in a LM, or how LMs in nested multi-management systems connect. It was not clear whether the lack of vertical logic in CDRRF’s logic models and PMFs was due to a lack of understanding at the sub-project level of the Fund’s strategic direction and limited capacity to conduct result-based reporting, or if the

³⁷ The Fund and sub-projects were found to correspond to the objectives of the Board Paper; (a) promoting broad based economic growth and inclusive social development, (b) supporting environmental sustainability and disaster risk management, (c) promoting good governance, (d) fostering regional cooperation and integration, and (e) enhancing organizational efficiency and effectiveness.

³⁸ The Fund and sub-projects were found to correspond to the goal of the DiMSOG: the overall goal is to contribute to sustainable development and poverty reduction in the BMCs by reducing the burdens caused by disasters due to natural hazards and climate change through effective DRM.

³⁹ The Fund and sub-projects were found to correspond to the purpose of the DiMSOG: (a) support BMC’s efforts to reduce risks related to natural disasters and climate change, and to facilitate rapid and appropriate assistance to the BMCS in response to disasters in an effort to assist in the revitalization of their development efforts, (b) strengthen the banks effectiveness and supporting its BMC’s to systematically reduce the risks related to natural disasters and climate change, and (c) collaborate with other development partners to increase the effectiveness of donor intervention in DRM and CCA.

⁴⁰ The Fund and sub-projects sought to address the three outcomes of the DiMSOG: (1) BMC is less vulnerable to natural disasters and climate change impact, (2) DRM and CCA effectively addressed by CDB, (3) donor interventions in DRM and CCA more effective.

⁴¹ The Fund and sub-projects were intended to respond to the latter three objectives of the Board Paper: (b) develop experience-based knowledge from the pursuit of demonstration sub-projects to fill national and regional knowledge deficits, (c) develop disaster risk management and CCA enhanced guidelines for country poverty assessments, (d) undertake a targeted strategy for dissemination of knowledge generated.

⁴² Two Hundred and Fiftieth Meeting of the Board of Directors to be held in the Commonwealth of Dominica March 7, 2012, Community Disaster Risk Reduction Fund (CDRRF): Demonstrating Reduction of Natural Hazard Risk and Adaptation to Climate Change at the Community Level, Paragraph 1.02.

management and administration requirements and M&E expectations were ill suited to implementor capacity.

49. CDRRF's nested logic models do not depict the hierarchy of sub-project and Fund levels and how they connect within a single system. CDRRF's LM and PMF failed to explain how the Fund aimed to assist CBOs to:
- a. Reduce risk at the community level through the implementation of natural hazard risk reduction, CCA and/or related livelihood demonstration sub-projects, and
 - b. Develop experience-based knowledge from the pursuit of demonstration sub-projects to fill national and regional knowledge deficits on community-based DRR.
50. The PMFs also lacked vertical logic to explain how the ultimate outcome of the Fund *to improve community-based security for men, women, and children across the Caribbean region in the advent of natural disasters and CC* was to be accomplished. Sub-project and Fund staff stated that a great deal of time and energy was spent trying to align the PMFs and that the CDRRF results framework had been through a few iterations. However, the evaluation concluded that there remained a lack of systematic connection between the PMFs.
51. **Immediate Outcomes 1110 and 1120.** The evaluation found two examples where the sub-projects would logically contribute to Fund outcomes, immediate outcomes 1110 and 1120. The sub-project ultimate outcomes share goals of increasing the resilience of target communities to CC and natural hazards and could logically contribute to progress on CDRRF immediate outcome 1110 – *Gender-sensitive resilience to natural hazards and climate change in eight beneficiary sub-project communities increased*.⁴³ Additionally, each sub-project's PMF had an outcome focused on awareness-raising and knowledge increase on DRR and CC, which could logically contribute to progress on Fund immediate outcome 1120 - *Knowledge of reducing risk to natural disasters and climate change impact at community level improved*.
52. **Immediate Outcomes 1130 and 1210.** The vertical logic of the Fund and sub-project PMFs begins to break down around the remaining two immediate outcomes, 1130 and 1210, as the majority of the sub-projects' outcomes are not reflected in the remaining Fund-level outcomes. While the sub-projects each had an outcome focused on skills and capacity to monitor, reduce, and/or manage natural hazard risk and CC impact at the community level, these outcomes cannot logically contribute to Fund immediate outcome 1210 - *National gender-sensitive skills and capacities to monitor and reduce natural hazard risk and climate change impact at community and household levels increased amongst social sector environment and DRM practitioners, public sector representatives*, due to a difference in the target audience. The sub-project outcomes focus on building capacity and skills at the community level, whereas the Fund outcome focuses the change in skills and capacity for national, social sector environment and DRM practitioners, public sector representatives. Fund immediate outcome 1130 - *Focused and up-scaled or enhanced regional level resourcing for building gender-sensitive community-level resilience to natural hazards and climate change impacts*, emphasizes regional resourcing, which was not a named priority of target communities, nor was it present in any of the sub-project PMFs. Several sub-projects included infrastructural interventions however, the Fund's PMF lacked outcomes or Key Performance Indicators (KPIs) connecting infrastructure interventions to community resilience and the reduction

⁴³ Note: the evaluation found limited evidence of **gender sensitivity** integrated into sub-project implementation.

of risks in the targeted communities. Infrastructure was included at the output level of the Fund's PMF but did not identify the linkages between infrastructural interventions and community-based resilience.

53. **Intermediate Outcomes.** The lack of vertical logic becomes more apparent at the intermediate outcome level where outcomes begin to shift the focus from community-based interventions to scaling up interventions (intermediate outcome 1100) and gender-responsive integration of disaster risk and climate change impacts in Country Poverty Assessment (CPA) (intermediate outcome 1200). None of the eight sub-projects include outcomes that could logically contribute to scale-up or CPAs. The Fund's intermediate outcomes do not reflect sub-project designs or PMFs, which were designed to address community DRR and CCA priorities.
54. **Ultimate Outcome.** At the ultimate outcome level, sub-projects focused on approaches to building community resilience and responding to BMC and community priorities, while only one Fund outcome mentions community interventions. The sub-project ultimate outcomes share language and goals of increasing the **resilience** of target communities to CC and natural hazards, whereas the ultimate outcome of the Fund is focused on improving community-based **security** for men, women, and children across the Caribbean region in the advent of natural disasters and climate change. CDRRF lacked a ToC to explain whether community resilience and the security of men, women and children are interchangeable or related concepts.
55. While CDRRF produced PMFs for the Fund and each of the eight sub-projects, there was a lack of follow-through on M&E and Results-based Management (RBM); the RBM agenda of managing for results was not accomplished. As a prominent funder and implementor of social and economic development initiatives in the region, the Bank has an important role as a leader and model in the adoption of RBM best practices. CDRRF is the second community-focused project implemented by CDB in the region and should have served as an example for implementing results-based M&E in project implementation, particularly in community-led or driven interventions. The lack of vertical logic between the Fund and sub-project PMFs may have been a function of limited understanding of the PMF as a tool to monitor and manage progress toward the achievement of stated outcomes. The evaluation found that the PMU and PMT had a difficult time developing performance measurement indicators and tools. The document review found a great deal of activity reporting, however little to no outcome reporting, supporting the hypothesis that in some cases, sub-project teams were challenged to report on and comprehend the strategic, causal relationship between activities and outputs and higher-level outcomes. The lack of vertical logic between the frameworks may have also been a consequence of the CDB's approach to designing a community-based development intervention without appropriate consideration for implementor resources and capacity.

There appeared to be an implicit understanding of the CDRRF's objective of community-driven and community-based DRR and CCA interventions, however stakeholders' overall understanding of the ultimate outcome of the Fund was mixed.

56. The evaluation team determined that stakeholders' understanding of the ultimate outcome of the Fund, *improved community-based security for men, women, and children across the Caribbean region in the advent of natural disasters and climate change*, was mixed. While the ultimate outcome of CDRRF was clear to the PMU, the CDB's Environmental Sustainability Unit (ESU) and other Bank staff, not all stakeholders had the same understanding. Several key informants were aware of the CDRRF's contribution to specific project outputs, however, there did not appear to be an understanding of the linkage to the CDRRF outcome. Even at the level of some implementing

partners, there did not appear to be a significant focus on measuring the extent to which project outputs, either individually or in combination, contributed to the sub-project or the Fund's ultimate outcome.

57. While there was a clear understanding of the intent of the CDRRF, stakeholders were less clear about how the sub-projects could or should be aligned with the CDRRF outcomes. Furthermore, from a project design perspective, it was not clear, either from project documentation or stakeholder feedback, whether the alignment of the sub-projects with the CDRRF was required. However, to adequately assess how the sub-project contributed to the CDRRF, an understanding of how the sub-project outcomes were related was fundamental. A theory of change needed to be clearly articulated to ensure stakeholders had the same understanding of project objectives.
58. Several non-governmental organizations (NGOs) saw the Fund as a way to generate revenue for their organizations and operations. Many proposals were submitted for community-based not community-led or driven initiatives, which signalled a limited understanding of the Fund's ultimate objective – *Improved community-based security for men, women, and children across the Caribbean region in the advent of natural disasters and climate change.*

Coherence

59. The Fund was found to have promoted gender equity to leave no one behind through a regional gender sensitization session, highlighting gender-inclusion at regional and international conferences, and within its eight sub-projects. Evidence was found of implementing partners such as Humana People to People Belize (HPPB) are replicating lessons learned from the implementation under CDRRF in other projects in the country. However, there was otherwise limited evidence that the Fund's influence expanded beyond the target communities in the four BMCs. There are nonetheless several lessons to be learned from the implementation of CDRRF that, if documented and capitalized upon, could be used to influence and support future projects.
60. Stakeholders spoke widely of the connections and alignment of the CDRRF design to organizations', governments', and agencies' priorities and policies for CCA and DRM in interviews, although there was no explicit mention of the CDRRF influencing institutional implementation efforts. There appeared to be a lack of intentional, strategic planning and programming for CDRRF to support the achievement of project outcomes beyond the Fund. The CDRRF was found to popularly be considered a stand-alone intervention rather than a strategic national or regional intervention or influencer.⁴⁴

The objectives of the CDRRF were consistent and aligned with the priorities of national disaster management agencies, community-based organisations, and other regional entities.

61. The objectives of the Fund, specifically the development of community-based and community-driven interventions aimed at enhancing the resilience of vulnerable populations to natural disasters as well as supporting adaptation to climate change, were found to be consistent and in alignment with priorities of national disaster management agencies, community-based organisations, and other

⁴⁴ Evidence from stakeholder interviews and the e-survey indicated that the Fund did not form synergies or strategic connections with other national or regional interventions.

regional entities, such as the Caribbean Community (CARICOM) and the Caribbean Disaster Emergency Management Agency (CDEMA).

62. As noted in Finding 1, and paragraph 41, extensive evidence from interviews, e-surveys, and document review, found that the CDRRF was well aligned with the policies and priorities of national disaster management agencies in the BMCs.
63. The evaluators found the CDRRF's intent and design to be largely consistent with the approach and objectives of CBOs in the BMCs. Consultations on community needs and priorities for disaster risk reduction interventions and CBOs' involvement and engagement in sub-project design resulted in the Fund's design being well aligned and consistent with CBOs' priorities.
64. The CDRRF was aptly aligned with CDEMA's Comprehensive Disaster Management (CDM) strategy,⁴⁵ specifically the long-term goal of the strategy for safer, more resilient, and sustainable CDEMA participating states through comprehensive disaster management and the priority area of strengthened and sustained community resilience through CDM. The evaluation also found evidence of the Fund's alignment with the Caribbean Community Climate Change Centre's (CCCCC) priorities on raising awareness on climate change and risk as well as developing and implementing mitigation and adaptation projects in the region.

The Fund was well aligned with the CDB's DRM strategy and DRM work ongoing in the BMCs as well as the 10th European Development Fund. The Fund forged synergies with the CDB's Basic Needs Trust Fund (BNTF). However, there was limited evidence of the extent to which the CDRRF and/or the sub-projects sought to develop synergies with other CDB implemented projects in areas where the sub-projects were implemented.

65. The Fund was well aligned with the CDB's Disaster Risk Management Strategy and Operational Guidelines (DiMSOG), specifically, the overall goal to contribute to sustainable development and poverty reduction in the BMCs by reducing the burdens caused by disasters due to natural hazards and CC through effective DRM. The CDRRF incorporated the majority (5/6) underlying principles of the DiMSOG through sub-project design and implementation and Fund level administrative arrangements.
66. The eight CDRRF sub-projects incorporated the main theme of the strategy, *adopting holistic, multi-hazard approaches to DRM that also accounted for CC and focused on risk reduction*, as informed by community consultations and, in the majority of cases, the RCCVAs (DiMSOG Principle A). The sub-projects sought to integrate DRR and CCA *such that it becomes an integral part of everyday life and is not viewed as an activity limited to a national office of disaster management during an emergency* (DiMSOG Principle B). Each sub-project included an outcome on awareness-raising, acknowledging in project design, *understanding that public awareness is essential for changing attitudes and behaviours and is, therefore, an important part of risk reduction* (DiMSOG Principle C).
67. The CDRRF's design was found to align with the Enhanced Comprehensive Disaster Management (CDM) Strategy, as discussed under Finding 5. The CDRRF was intended to *advance the CDM strategy, which has been developed as an overarching DRM framework for the Caribbean and is utilized by all BMCs and Development Partners* (DiMSOG Principle D). The Fund should have *improved organizational arrangements and used resources more efficiently within CDB for*

⁴⁵ https://www.cdema.org/CDM_Strategy_2014-2024.pdf

planning, implementing, and communicating effectively on DRM, however, as discussed under the section of Efficiency, the CDRRF management and administrative processes were potentially ill-suited for community-led or driven programming (DiMSOG Principle E). The Fund's governance structures (PTRC, TFSC, and project PSCs) served as a mechanism to *strengthen partnerships with other Development Partners*, such as CCCCC and CDEMA, *to maximize DRM synergies and advance regional cooperation and integration* (DiMSOG Principle F).⁴⁶

68. The evaluation found that the CDRRF forged synergies with the Basic Needs Trust Fund (BNTF), implementing activities to support the capacity building of BNTF community liaison officers and Project Managers; collaboratively hosting a workshop on the preparation of the Caribbean's first effective Community Engagement Guidance Note, and partnering to expedite the BNTF's Regional Community Engagement and Project Management Workshop. Further synergies could have been formed between CDRRF and the BNTF to strengthen the CDB's regional DRM work. The BNTF has been operational in CDB BMCs for over 30 years, supporting community-based interventions in key development sectors such as health, education, basic community access infrastructure, and most recently, livelihoods and Human Resource Development (HRD) projects. As such, the design and implementation of the CDRRF could have benefited from the input of BNTF staffers and lessons learned from BNTF evaluations. Evidence from evaluation suggests that the BNTF was consulted regarding the establishment of a Management Information System (MIS) to effectively monitor and manage CDRRF implementation. However, the proposed length of time suggested for design and implementation was 13 months and therefore deemed to be unworkable.
69. No further evidence indicates that lessons learned from the operations of the BNTF were leveraged in the design or implementation of the CDRRF. Evaluation evidence suggests that BNTF staff were not involved in discussions related to the design of the CDRRF, including selection criteria, appraisal, approvals process, procurement, and project management.
70. The CDRRF was funded under and found to be in alignment with the 10th European Development Fund (EDF), contributing to a larger EU development programme and agenda. The EDF provides community aid for development cooperation. The CDRRF received funding from the 10th EDF under a wider, regional programme African-Caribbean Pacific – European Union – Caribbean Development Bank Natural Disaster Risk Management (ACP-EU-NDRM) in the CARIFORUM countries. The goals of the CDRRF were well aligned with the ACP-EU-NDRM programme objective of reducing vulnerability to long-term impacts of natural hazards, including impacts of climate change, thereby achieving regional and national sustainable development and poverty reduction goals in the CARIFORUM countries.
71. The CDRRF may have benefitted from further strategic alignment and synergies with regional DRM programmes, however, there was little evidence of the extent to which the CDRRF and/or the sub-projects sought to develop synergies with similar projects.⁴⁷ The evaluation team was unable to identify synergies with any other projects or programmes implemented by CDB or relevant donors in the four BMCs in areas where the sub-projects were implemented. The evaluation team found that greater implementation efficiency and effectiveness could have been achieved through synergies with Regional DRM programmes. In the case of Jamaica, the Fund could have established

⁴⁶ <https://www.caribank.org/sites/default/files/publication-resources/DiMSOG-2009.pdf>

⁴⁷ Evidence from interviews and the e-survey found that stakeholders were widely unaware of efforts by the Fund to build synergies with similar projects in the four BMCs or region.

regional synergies with the Inter-American Development Bank's (IDB) Investment Plan for the Caribbean Regional Track of the Pilot Program for Climate Resilience (US\$10,39m) 2015-2021 and locally, the Government of Jamaica Adaptation Fund Programme (US\$9,995,000) 2012-2019. Both programmes included components, such as climate-smart agriculture, to which the CDRRF and sub-projects could have aligned and leveraged.

While consideration was given to executing CDRRF through an alternative implementation mechanism/actor, and the Fund's implementation may have been enhanced by building strategic synergies with existing programs, no action was taken.

72. The evaluation concluded that CDRRF would have been better implemented through an alternative, established implementation mechanism or actor with a track record of running community-based projects and through existing connections, rather than set up as a free-standing project within the ESU at CDB.
73. The implementation of CDRRF, as a community-based climate change resilience intervention, should have been housed where there is demonstrated experience working at the community level. The Fund should have been implemented by an entity with an organizational record of implementing community projects, with an established network and relationships in-country and community.
74. The evaluation found that alternative programmes, such as BNTF, with its extensive experience and a network of support structures on the ground, could have made a more logical implementation mechanism. Several factors support the utilization of an existing program, such as the Basic Needs Trust Fund, as an appropriate mechanism for implementing the CDRRF. These include:
 - a. Decades-long experience in community-driven and community-based development interventions;
 - b. Institutional infrastructure including an Oversight Entity (Project Steering Committee) Implementing Agencies (IA) within Participating Countries, and established partnerships with key stakeholder institutions;
 - c. Experienced staff in the IAs, knowledgeable of CDB processes, procedures and systems;
 - d. Environmental sustainability and gender equality are cross-cutting themes of the BNTF. In addition, the shift to livelihoods interventions, including climate-smart agricultural sub-projects is consistent with CDRRF objectives. It is important to note that BNTF did not include livelihoods sub-projects in 2012;
 - e. Well-developed operations manuals, reporting templates and guidance documents.
75. However, the BNTF⁴⁸ has been challenged in similar ways to the CDRRF, including:
 - a. A lengthy approval process for sub-projects;
 - b. Less than satisfactory communications between the PMU and CDB Units and Project Management Teams (PMTs);

⁴⁸ Mid-Term Evaluation of the BNTF 7 & 8 Programme Cycles (Sarah McIntosh, 2016); Review of the Monitoring and Evaluation System (Maxwell Stamp Inc., 2016); and Systematic Examination of the Governance Structure and Implementation Modality for the BNTF Programme (Maxwell Stamp Inc., 2016).

- c. Inadequate staff to manage larger portfolios;
 - d. Onerous reporting requirements with limited flexibility or guidance;
 - e. Procurement challenges related to countries from which BMCs could not purchase;
 - f. Weak monitoring and evaluation capacity.
76. Given this background, an avenue that should have been explored was contracting with an alternative entity with a record of implementing community projects, an organizational and management structure suitable to supporting community implementors, and an established network and relationships in-country and with communities.⁴⁹

Effectiveness

77. The effectiveness of the CDRRF was discerned by assessing how the CDRRF contributed to addressing DRR, climate change, and livelihood issues whilst improving environmental resilience and DRR capacities.
78. The CDRRF was able to contribute to communities' abilities to address disaster risk reduction, climate change, and livelihood issues whilst improving environmental resilience and disaster risk reduction capacities through eight sub-projects across four BMCs.⁵⁰ Stakeholders widely agreed that CDRRF was able to:
- unite members of the communities and encourage initial buy-in on the sub-projects
 - bring various stakeholders together and develop new partnerships
 - build project management capacity in community organizations
 - respond to community needs
 - build community capacity to recognize their vulnerabilities and manage disasters within their space, and
 - increase the knowledge and awareness of community members on DRR and CCA procedures.
79. While the sub-projects and Fund achieved several outputs, several critical infrastructure and livelihood outputs were left unfinished. Infrastructure outputs, including shelter refurbishment and rehabilitation, EWS establishment, and drainage improvements remained unfinished at the time of project closure in the BMCs. These outputs would have provided safe, clean shelter from increasingly recurrent natural hazards, supported the target communities to generate and disseminate timely and meaningful warning information and helped to prevent flooding by diverting stormwater

⁴⁹ It is important to note that this comparison and conclusion were made drawing upon secondary data sources such as reports and evaluations of the BNTF, rather than primary data.

⁵⁰ It is important to note that the majority of sub-projects were approved and implemented in Jamaica for a few reasons. The evaluation found that projects proposed by communities and partners in Jamaica had the capacity and experience required to meet CDRRF project selection criteria. The size and operational capacity of project implementors and partners in Jamaica contributed to the project's successful selection. Further consideration for the impact and exclusions caused by selection criteria for a community project may be beneficial for future community led or driven initiatives.

away from critical infrastructure and homes.⁵¹ These outputs were critical in the design of the sub-project interventions, contributing to at-risk individuals, communities and organizations' preparedness and timely response to reduce harm or loss. Infrastructure was theorized in the ToC to be critical in increasing community resilience and the reduction of risks in the targeted communities.

80. In addition to the infrastructure outputs, several livelihood outputs in Jamaica, including chicken slaughterhouses, greenhouses, and water systems remained unfinished. These outputs would have contributed to increased climate resilience through food security, provided a demonstration of climate-smart practices and enabled livelihood endeavours. Common challenges, such as procurement issues and disbursement delays, were cited as factors contributing to the lack of output completion.⁵²
81. As previously stated under Finding 2, the design of the Fund responded to CDB's DRR objectives; however, the implementation and results fell victim to the very issues it was designed to address. Section 1.02 of the 2012 Board Paper raised that *"despite increasing regional awareness of the impact of natural hazards and the impact of climate change, there has been little recognizable and quantitatively measurable progress in enhancing resilience through tangible risk reduction/climate adaptation interventions at the community level. Interventions, where pursued, have tended to be singular and discrete with little to no systematic evaluation or replication"*. Throughout implementation, CDRRF continued to be challenged to document recognizable, quantitatively measurable progress and results in enhancing resilience through tangible risk reduction and climate adaptation interventions at the community level as outputs and results were inconsistently monitored and documented.
82. The results of the sub-projects and larger Fund did not meet the objectives set out in the Board Paper, and the level of contribution of the CDRRF to the outputs of the DiMSOG is unclear without relevant data, which was not collected.
83. The evaluation team found it difficult to assess the effectiveness of the CDRRF due to the lack of baseline and progress data at both the Fund and sub-project levels. Anecdotal evidence from stakeholder interviews, FGDs, field visit observation and town hall meetings points to the achievement of some results, however, these results cannot be verified due to a lack of quantitative data collected or maintained.

⁵¹ Javier Mulero Chaves and Tomaso De Cola, Public Warning Applications: Requirements and Examples, Wireless Public Safety Networks 3, 2017

⁵² Challenges to sub-project implementation are discussed further under efficiency.

The CDORRF and sub-projects partially completed their outputs. The achievement of short and medium-term outcomes is more difficult to discern due to lack of baseline or progress data. There appeared to be limited understanding of the requirement and capacity to collect data to measure project or fund progress or results.

84. The CDORRF completed 67% of outputs, and the sub-projects completed an average of 55% of outputs.⁵³
85. However, the achievement of short and medium-term outcomes is more difficult to discern due to the lack of baseline or progress data. There appeared to be limited understanding of the requirement and capacity to collect data to measure project or fund progress or results. As a result, there is no tangible data to confirm the achievement of sub-project or Fund outcomes and the Fund was found to have inadequate results management design and implementation. A total of 10 of 14 outcome indicators lack baseline data⁵⁴ and 9 of 14 indicators lack appropriate progress data⁵⁵, challenging the assessment of progress on the Fund targets. In the majority of cases, the Fund PMF reports activity level data under results; see Table 6 below for examples.⁵⁶

⁵³ See Tables 4 and 5 below for a breakdown of output achievement for the Fund and per sub-project. Refer to evaluation reports for Jamaica, BVI, and Belize in the Appendix for further details on the status of sub-project outputs.

⁵⁴ Ultimate outcome indicators 1001 and 1002, immediate outcome indicators 1111, 1112, 1113, 1114, 1121, 1122, 1123, and 1211

⁵⁵ Ultimate outcome indicators 1001 and 1002, immediate outcome indicators 1111, 1112, 1113, 1114, 1121, 1122, and 1123

⁵⁶ The evaluation has confirmed results achievement to the extent feasible given the lack of the project or fund measurement and reporting, by using the methodology explained.

TABLE 3. SUMMARY OF FUND OUTPUT ACHIEVEMENT

Summary of Fund Outputs	% Outputs Completed	Completion Status & Notes
<ul style="list-style-type: none"> - Output 1111: Rapid Community Climate Risk Assessment of beneficiary communities completed - Output 1112: Gender-sensitive baselines of priority natural hazard and climate change risk in beneficiary communities prepared and conducted - Output 1113: Livelihood profiles prepared for sub-project beneficiary communities - Output 1114: Pipeline developed of up to 13 community-level hazard reduction, climate change adaptation and livelihood projects reviewed and appraised - Database of natural hazard and CC impacts at the community level for CDRRF sub-project target communities in 4 CDB BMCs developed and operational - 1116 - Drainage systems and water supply lines installed or enhanced in sub-project communities - 1117 - Early Warning Systems installed and operational - 1118 - Community Emergency Response Teams trained - 1119 - Community based emergency shelters upgraded or constructed 	<p>67% of outputs were completed (6/9)</p>	<ul style="list-style-type: none"> - Output 1112: Six baseline and 3 KAP assessments were completed, however, a number of the assessments were completed well into project implementation and documentation does not exist to suggest whether the results of the assessments influenced project revision or realignment (See Table 3 for further details). - Output 1114: The target of 17 projects reviewed was not met, the Fund reviewed 14 projects and approved 8. - Output 1115: The Fund did not establish a database of natural hazard and CC impacts at the community level for 4 BMCs

TABLE 4. SUMMARY OF SUB-PROJECT OUTPUT ACHIEVEMENT

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
Jamaica	Building Resilience and Adaptation to Climate Change while Reducing Disaster Risk in Peckham and Surrounding Communities, Clarendon.	<ul style="list-style-type: none"> - Output 1111: Contracted and Operationalised Pilot Aquaponics System - Output 1112: Established and Operationalised Farmers Groups - Output 1113 and 1114: Establish Farms using Climate Smart Agricultural Practices - Output 1115 and 1116: Climate Smart Poultry Farms - Output 1121: Strengthened Institutional Capacity - Output 1210: Improved Disaster Planning and Preparedness to Natural Hazards - Output 1212: Community Adaptation Plan - Output 1213: Disaster Risk Reduction 	77% of outputs were completed (10/13)	78% of funds disbursed	<ul style="list-style-type: none"> - Output 1115 and 1116: There were two activities to be completed under these outputs. One activity on training in basic inventory management, accounting and marketing strategies was completed, however, the other activity on upgrading the physical infrastructure of selected poultry farms for CCA was not approved by the Fund and thus not conducted. - Output 1310: Of the four activities under this output, ¾ were completed. Training manuals (booklets) were designed for distribution to farmers; however, no approval was granted for distribution.

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
		<ul style="list-style-type: none"> - Output: 1214 and 1215: Agriculture, Infrastructure and Sustainable Practices - Output 1310: Public Awareness to Climate Change impacts and Disaster Risk Reduction 			
	<p>Jeffrey Town Integrated Disaster Risk Reduction Project (JTIDRRP).</p>	<ul style="list-style-type: none"> - Component 1: Community infrastructural works designed, planned and approved for construction or upgrade - Component 2: Agriculture production and food processing facilities and services established. - Component 3: Vulnerable residents of Jeffrey Town community, especially women are made aware of and understand climate risks and the link between livelihoods and DRR and climate change impacts 	<p>33% of outputs were completed (1/3)</p>	<p>91% of funds disbursed</p>	<ul style="list-style-type: none"> - Component 1: Of the 6 activities under this output component area, 3 remained incomplete. Water catchment tanks still needed to be commissioned, a supervision visit on pipe laying was outstanding from the CDRRF Small Works Engineer, and the water catchment suffered from delays due to the contractor. No further updates were provided through sub-project reporting. - Component 2: Of the 7 activities under this output component area, 3 remained incomplete. The project was awaiting a no objection decision on the construction of a water harvesting system for the greenhouse project, the bin and food storage facility was delayed due to the contractor being ill. No further

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
					updates were provided through sub-project reporting.
	Llandewey/Ramble Community Environment and Disaster Mitigation Initiative.	<ul style="list-style-type: none"> - Output 1.1 Rehabilitated and retrofitted Llandewey RADA Office Building - Output 1.2 Reconstructed and reinforced RADA Office perimeter retaining wall - Output 1.3 Upgraded storm drainage and outfall watercourse above the RADA Office. - Output 1.4 Restoration of degraded hillside above the Branch Office using erosion blankets and contouring with green vegetation. - Output 1.5a Rehabilitated and retrofitted Llandewey Community Centre; 1.5b Rehabilitated and retrofitted Ramble Community Centre. - Output 1.6 Installed water harvesting facilities at key locations in Llandewey 	29% of outputs were completed (4/14)	31% of funds disbursed	<p>Implementation delayed</p> <ul style="list-style-type: none"> - Outputs 1.1 – 1.4: CDRRF recommended merging of three projects in St. Thomas, including that at Trinityville. The issue remained unresolved, meaning the projects, implementation capacities and funds remained separate. Additionally, the project waited long periods for the Fund to authorize the execution of work required, delaying implementation. - Output 1.5: The owners of the property on which the community centre is located refused to allow works to proceed. This decision prevented the completion of the infrastructure component of the project (75%). - Output 1.6: Progress was dependent on the resolution of issues hindering the infrastructure works. These issues did not

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
		<ul style="list-style-type: none"> - Output 1.7 Distributed pineapple suckers and fruit/forest trees to farmers for contour farming - Output 2.1: Purchase and installation of commercial food preparation appliances and equipment. - Output 2.2: Food safety Training completed - Output 2.3 Training on improved construction techniques for local builders in Llandewey and Ramble completed. - Output 3.1: Community Emergency Response Team (CERT) members trained and received CERT kits. - Output 3.2: Members of Community Disaster Risk Management Group trained - Output 3.3 Public Education and Community Sensitisation. - Output 4.1 Llandewey Development Committee and 			<ul style="list-style-type: none"> appear to have been resolved at the time of project closure. - Output 2.1: Procurement was placed on hold as instructed by CDB on January 30, 2019. - Output 2.3: The project was reportedly unable to identify suitable trainers to fulfill this output. - Output 3.1 and 3.2: The threat of the Covid -19 pandemic resulted in the indefinite postponement of these group activities.

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
		Ramble CBO's Executive members trained.			
	Trinityville Area Integrated Land Management and Disaster Risk Reduction Project (TAILMDRRP).	<ul style="list-style-type: none"> - Component 1: Improved Land Farming - Component 2: rehabilitation of community emergency shelter and drainage infrastructure - Public awareness and education in DRM 	27% of activities were completed⁵⁷ (3/11)	34% of funds disbursed	<ul style="list-style-type: none"> - Component 1: The activities under component 1 were partially completed. Activities such as training farmers and distributing and planting timber trees were completed, however, activities such as the distribution of pineapples and fruit trees and the installation of irrigation systems remained incomplete. No further updates were provided through sub-project reporting. - Component 2: The single activity under this component area, Danvers pen rehabilitation and retrofitting, remained incomplete. No further updates were provided through sub-project reporting. - Component 3: Three of six activities under this component were not commenced – community hazard maps, community disaster risk strategy,

⁵⁷ The TAILMDRRP project lacked reporting on output achievement, a summary of activity completion under each output is summarized in lieu.

FINAL EVALUATION OF CDRLF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
					and training in disaster risk. Funds were not disbursed by the CDB to facilitate the implementation of these activities. Two of six activities, the information fair and the reproduction and distribution of a family disaster plan template remained incomplete due to a lack of fund disbursement. One activity, the reproduction and distribution of Climate Change Comic Books and Shelter Management Gender booklets for shelters was completed.
	Climate Change Adaptation and Risk Reduction Technology and Strategies to Improve Community Resilience Project	<ul style="list-style-type: none"> - Component 1: Floodwater Control and Early Warning System - Component 2: Community DRR and Climate Change Public Education and Awareness and Capacity Building 	55% of activities were completed ⁵⁸ (10/18) ⁵⁹	8% of funds disbursed	<p>Implementation delayed</p> <ul style="list-style-type: none"> - Component 1: One-quarter of activities under this output component were completed. Activity 1.1: Flood Control Master Plan (FCMP) for Savanna-la-Mar. IBI Group

⁵⁸ The CARTS project lacked reporting on output achievement, a summary of activity completion under each output is summarized in lieu. None of the CARTS project outputs are considered to have been achieved due to partial activity completion under each output.

⁵⁹ The CARTS project removed a number of activities from the implementation schedule for reasons detailed in the notes column. The percentage of activity completion excluding eliminated activities is 71%, 10/14.

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
		<ul style="list-style-type: none"> - Component 3: Community Risk Reduction Demonstration Projects - Component 4: Ecosystem-based Livelihood Enhancement 			<p>indicated that they are in the process of preparing the Interim Report for the Flood Control Master Plan. The activity was delayed due to travel constraints. Activity 1.3: Design and Installation of Early Warning System were delayed due to the implications of COVID-19. Inputs were delayed due to required quarantining of imported items, and the delay in payment of the first deliverable. Activity 1.4: Construction of 2 floodgates with check dams to manage tidal flooding of the food market. Given the deadline of the project, the project decided that the timeframe remaining was inadequate to initiate and complete the activity due to delays experienced in the procurement proceedings.</p> <ul style="list-style-type: none"> - Component 2: The majority (6/7) activities were completed under this output component. Activity 2.1: Update disaster management, emergency response, and recovery plans for Llandilo,

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
					<p>Russia, and New Market Oval, were delayed – no explanation was provided in sub-project reporting.</p> <ul style="list-style-type: none"> - Component 3: The activities under output component 3 were either incomplete (3.2) or eliminated from the implementation plan (3.1 and 3.3). Activity 3.1:—Construction of eco-drain in the Russia community was determined not to be feasible in the time remaining in the project. Activity 3.2: Re-scoped from replanting 3000 mangrove plants to clean-up of dumpsites and replenish sites by replanting seedlings required community engagement in the tree planting. The activity was delayed, and no explanation was provided in sub-project reporting. Activity 3.3: Construction of coastline shoring structure along 1.5 km of coastline was eliminated from the implementation schedule. The project decided that the time remaining for project

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
					<p>implementation was insufficient to conduct procurement and construction.</p> <ul style="list-style-type: none"> - Component 4: Three-quarters of the activities under this output component were completed. Activity 4.2: Training in ornamental fish farming micro-enterprise was removed from the implementation plan. Sensitization sessions conducted by the Ministry of Industry, Commerce, Agriculture, and Fisheries revealed that the low interest and lack of experience of persons will not allow the sustainability of this livelihood pilot project. The implementation of this activity was cancelled
Belize	Building Adaptive Capacity and Resilience to Climate Change in Toledo, Southern Belize	<ul style="list-style-type: none"> - Output 1.1: Rehabilitated and retrofitted two hurricane shelters in Toledo. - Output 1.2: Designed and constructed earthen flood drains canals at Bella Vista and Bladen Villages. 	89% of outputs were completed (16/18)	100% of funds disbursed	<ul style="list-style-type: none"> - Output 1.4: There has been some deterioration in the drains constructed and it is unclear whether community residents were trained in drain maintenance. - Output 2.1: At project completion, 9 FCs were established and 8 registered. As

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
		<ul style="list-style-type: none"> - Output 1.3: Provided basic equipment for River Keepers - Output 1.4: Trained community residents of Bladen and Bella Vista in drain maintenance. - Output 1.5: Installed three river gauges in Trio, Santa Anna, and San Benito Poite - Output 1.6: Installed three rain gauges to support seasonal forecasting in Golden stream, Bella Vista, Corazon - Output 1.7: Provide training to river keepers - Output 1.8: Installed two-way radio communication system with antenna base radio, handheld and solar power in five communities with repeaters and relevant operation training - Output 2.1: Established and operationalised nine FCs in eight villages 2. Established and operationalised nine FCs in eight 			<p>of June 2021, 7 FCs are operating, and the original all-females club now has male members (3 females and 2 males).</p> <ul style="list-style-type: none"> - Output 2.2: There is documented evidence of 6/9 demo farms being established. Some farms are now not in use due to MoUs not being renewed on the use of the land. - Output 2.4: Drip irrigation systems were observed at all of the active demonstration farms; however, some were not in use due to damage, the growing season having ended, or plans to move the system to another location.

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
		<p>villages with at least one group entirely composed of women</p> <ul style="list-style-type: none"> - Output 2.2: Established nine demo farms. - Output 2.3: Farmers trained in FC model and climate-smart agriculture. - Output 2.4: Constructed and operationalise drip irrigation systems for each FCs - Output 2.5: Installed nine tunnel greenhouses - Output 2.6: Constructed 180 metal post-harvest grain storage metal silos - Output 2.7: Constructed climate-smart small livestock shed and pens - Output 2.8: Established animal bank for pass-on loan basis - Output 3.1: Community sensitisation and public education initiatives in DRR/CCA completed 			

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
		<ul style="list-style-type: none"> - Output 3.2: DRR/CCA knowledge on climate-resilient agriculture. DRR/CCA knowledge on climate-resilient agriculture disseminated through media 			
BVI	Establishing Flood-Resilient Smart Communities through NGO Partnerships	<ul style="list-style-type: none"> - Output 1.1: Multi-modal, gender-sensitive, bilingual, DRR, CCA and healthy lifestyles public awareness campaign developed and rolled out throughout coastal communities in Sea Cows Bay, East End/Long Look, and Jost Van Dyke. - Output 1.2: Community Emergency Response Team (CERT) training developed and delivered to community groups, selected businesses, and to individuals in Sea Cows Bay, East End/ Long Look, and Jost Van Dyke.⁶⁰ - Output 1.3: NGO Partnership Model developed, used and validated to implement DRR and CCA interventions 	55% of outputs completed (6/11)	66% of funds disbursed	<ul style="list-style-type: none"> - Output 1.1: The public awareness campaign was last reported to be at 60%. No further updates were provided through sub-project reporting. - Output 1.4: Marine shelter signs still needed to be installed, the number of signs installed, 35, was below the target of 59. No further updates were provided through sub-project reporting. - Output 2.2: 40% completion March 2020. At the time of project closure, the contract for the works to commence on the Ebenezer Thomas Primary School was reportedly under amendment. No further updates

⁶⁰ Output fully funded by GoBVI.

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
		<ul style="list-style-type: none"> - Output 1.4: Environmental and Emergency signage installed strategically throughout targeted coastal communities in Sea Cows Bay, East End/Long Look, and Jost Van Dyke - Output 2.1: Satellite Emergency Operations Centres (EOCs) and community EWS established in project communities - Output 2.2: School certified as SMART in Sea Cows Bay - Output 2.3: Multi-purpose Community Centre in Sea Cows Bay assessed and retrofitted as an Emergency Shelter.⁶¹ - Output 2.4: Business Continuity Plans (BCP) developed and tested for key businesses in Sea Cows Bay, East End-Long Look, and Jost Van Dyke and training conducted.⁶² 			<p>were provided through sub-project reporting.</p> <ul style="list-style-type: none"> - Output 3.1: The process of developing flood and CCA monitoring and management plans for mangroves was delayed as the project shifted focus and sought to shift the scope of this area of the project to better meet the recovery needs of the community in the wake of the two hurricanes in 2017. This process began in October 2017 and endured until the signing of MoUs in February of 2020. Part of the exchange between the sub-project and the Fund is further detailed under Finding 12, Paragraph 111a. - Output 3.2: There was reportedly no action taken towards achieving this output.

⁶¹ Output fully funded by GoBVI.

⁶² Output fully funded by GoBVI.

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
		<ul style="list-style-type: none"> - Output 3.1 Flood and climate change adaptive (FCA) Monitoring and Management Plan developed for mangroves in Jost Van Dyke and training of residents conducted to use the plan - Output 3.2: Community clean-up(s) implemented for mangroves in Sea Cows Bay, East End-Long Look, and Jost Van Dyke and community orientation sessions conducted in mangrove management - Output 3.4: Community specific flood mitigation measures designed, constructed, and installed in Nibbs Ghut, Sea Cows Bay 			
SVG	Volcano Ready Communities Project.	<ul style="list-style-type: none"> - Output 1: Increased community-specific emergency response procedures - Output 2: Increased community knowledge and awareness of volcano and multi-hazards risk reduction and climate change (CC) impacts. - Output 3: Enhanced adaptive capacity of residents to effectively 	33% of output indicators were completed (3/9)	71% of funds disbursed	Output 1: Two of the three output indicators, the number of protocols developed & simulations completed, and the community framework developed & piloted were reportedly 75% complete. The third indicator, the number of hazard maps & evacuation signs completed & erected was reported to be 30% complete. No further updates were provided through sub-project reporting.

FINAL EVALUATION OF CDRRF

BMC	Sub-Project	Summary of Outputs	% Outputs Completed	% of Funds Disbursed	Completion Status & Notes
		<p>plan, prepare, and respond to volcanic and other natural hazards.</p>			<p>Output 2: Two of the three output indicators, the number of multi-modal & gender-sensitive public awareness campaigns implemented in target communities (target 4), and the number of schools that participate in public awareness campaigns (target 12) were completed. The third indicator, the number of best practices captured & disseminated was reportedly 70% complete.</p> <p>- Output 3: Two of the three indicators under this output were reportedly nearly completed, number of CERT teams formed and equipped (90%) and number of centralized community-based storage spaces for emergency response equipment and supplies (75%).</p>

Color Coding Legend for Output Completion and Fund Disbursement



TABLE 5. STATUS OF CDRRF EXPECTED OUTCOMES

Results	Results Statements	Performance Indicators	Status
Ultimate Outcome	1000 – Improved community-based security for men, women, and children across the Caribbean region in the advent of natural disasters and climate change.	1001: Percent of households livelihood which are adversely impacted by natural hazard events in BMC beneficiary communities	No Data
		1002: Percent of death toll during times of a natural hazard in BMCs beneficiary communities	No Data
Intermediate Outcome	1100 – Enhanced implementation of gender-responsive community-level interventions to reduce natural disaster risk and climate change impacts in four Caribbean Development Bank Borrowing Member Countries	1101: Percent of approved BMC’s sub-projects with a gender-sensitive focus (at least 25% are female beneficiaries)	100% of approved BMC’s sub-projects with a gender-sensitive focus
		1102: Percent of approved sub-projects whose design is informed by Community Vulnerable Risk Assessment, DRR/ CCA (Knowledge, Attitude and Practices) KAP Studies and Vulnerable Livelihood Profiles.	<ul style="list-style-type: none"> - 75% of approved sub-projects whose design informed by RCCVA - 25% approved sub-projects whose design was informed by KAP Studies
	1200 – Improved integration of disaster risk and climate change impacts in Country Poverty Assessment and related support to BMCs	1201: Number of BMCs that have disaster risk and CC impact considerations in CPA design	2 target BMCs (BVI and SVG) have used the Enhanced Country Poverty Assessment (eCPA) which takes account of DRM and CC considerations ⁶³
Immediate Outcome		1111: Percent of households growing crops that are resilient to climate hazards	71,336 Trees, Suckers and other crops planted by 1037 farmers

⁶³ CDB, Enhanced Country Poverty Assessment Tool helping Caribbean Countries COVID response, September 2020

Results	Results Statements	Performance Indicators	Status
	1110 – Gender-sensitive resilience to natural hazards and climate change in 12 beneficiaries’ communities increased		(used as a proxy for households) ⁶⁴
		1112: Percent of households using conservation agriculture practices	1148 farmers were trained in climate-smart agriculture (farmers used as a proxy for households) ⁶⁵
		1113: Percent of persons who are aware of emergency procedures in the event of a hazard	No Data ⁶⁶
		1114: Percent of persons who know sources of information to describe weather variability and future climate patterns	No Data ⁶⁷
	1120 – Regional gender-sensitive knowledge of reducing risk to natural disaster and climate change at community level improved amongst DRM,	1121: Percent of community-level stakeholders (outreach personnel) who are able to link climate trends to impacts on livelihood.	No Data ⁶⁸

⁶⁴ No data available on the indicator, Fund attempted to report number of trees, suckers and other crops planted by farmers as proxy for households, however the sub-projects did not regularly report or track this information.

⁶⁵ Ibid.

⁶⁶ No data available on the indicator, the Fund reported the number of people trained on several topics (DRR, CERTs, Light Search and Rescue, First Aid), but no information was provided or seemingly collected on the number or Percent of persons who are aware of emergency procedures in the event of a hazard.

⁶⁷ No data available on the indicator, the Fund reported the number of community events and number of attendees, but no information was provided on the number or Percent of persons who know sources of information to describe weather variability and future climate patterns.

⁶⁸ No data available on this indicator, the Fund reported the number of draft community profiles and LBAs rather than the Percent of community level stakeholders (outreach personnel) who are able to link climate trends to impacts on livelihood.

FINAL EVALUATION OF CDRRF

Results	Results Statements	Performance Indicators	Status
	environment and social sector practitioners, public sector agencies, regional development, and training institutions	1122: Percent of community-level stakeholders (outreach personnel) are aware of appropriate adaptation strategies for the local context	No Data ⁶⁹
		1123: Number of national disaster risk management, environment, and social sector practitioners participating in regional DRR and CC knowledge-building activities	No Data ⁷⁰
	1130 – Focused and upscaled/ enhanced regional level resourcing for building gender-sensitive community-level resilience to natural hazards and climate change impacts	1131: Value of investment (USD) for community-based, gender-sensitive projects addressing disaster risk reduction and climate change impacts	Commitments were made to 8 sub-projects valued at USD5.12 million.
	1210 – National skills and capacities to monitor and reduce natural hazard risk and climate change impact at community and household levels increased amongst social sector, environment and DRM practitioners, public sector representatives.	1211: Number of beneficiary communities with a revitalized or new Disaster Management Committee functional	No Data

⁶⁹ No data available on this indicator, the Fund reported the number of community residents participating in capacity building workshops rather than the percent of community level stakeholders (outreach personnel) are aware of appropriate adaptation strategies for the local context.

⁷⁰ Incomplete data available on this indicator, the Fund reported the number of attendees of various workshops but did not specify the Number of national disaster risk management, environment, and social sector practitioners participating in regional DRR and CC knowledge building activities.

86. The sub-projects and Fund reported on activities and outputs but seemed to have been challenged to make the cause-and-effect connection and report on higher-level results. The lack of a clear ToC and strategically connected results frameworks between the Fund and sub-project levels may have exacerbated these measurement and reporting challenges.
87. The evaluation found anecdotal evidence through stakeholder interviews, FGDs, and town hall meetings of achievement of immediate outcomes 1120 - *Knowledge of reducing risk to natural disasters and climate change impact at community level improved* and 1210 - *National gender-sensitive skills and capacities to monitor and reduce natural hazard risk and climate change impact at community and household levels increased amongst social sector environment and DRM practitioners, public sector representatives*. Project awareness-raising events contributed to increased levels of CC awareness and communities being capacitated with knowledge contributing to increased levels of CC awareness as well as infrastructure activities to decrease natural hazard risk in sub-project target communities and infrastructure. However, the Fund and sub-projects did not maintain records or collect data to corroborate these claims.
88. **Belize.** The *Building Adaptive Capacity and Resilience to Climate Change in Toledo, Southern Belize* aimed to improve awareness of men and women of all ages about CC and Disaster Risk Reduction (DRR) through public education and awareness initiatives. Interventions included movie nights, poster competitions, school quizzes, variety shows and clean-up campaigns. The climate change awareness and disaster risk reduction efforts have been deemed to be effective. A recent Livelihood Baseline Survey Workshop indicated that both adults and school children aged 5-12 years could explain what climate change and DRR mean. Stakeholder feedback noted the project's input in building the capacity of Teachers in the Toledo District to deliver the curriculum related to climate change. The accessibility of demonstration sites to schools in the district also meant that students gained practical experience with climate-smart farming practices, the observation of river monitoring equipment, and river gauges. There has also been a decline in the amount of garbage that is being improperly disposed of by residents. Stakeholders also noted that training and awareness-raising at the community level resulted in a clearer understanding of the roles and responsibilities of individuals and agencies at the community level during disaster events. During the 2020 Hurricane season, Village Council and Alcalde representatives proactively engaged in managing activities at the community level, as well as being instrumental in the Covid-19 response.
89. **Jamaica.** Adaptation measures coupled with awareness-raising and educational measures have resulted in an expressed understanding of climate change risk factors among target communities in Jamaica. Communities have demonstrated climate-smart behaviour and changed agricultural practices in all five project areas. Beneficiaries spoke of the climate change hazards within their area and how they were mitigated through the project. Improved land management techniques, irrigation practices through water harvesting, and live vegetative contour barriers were observed in line with CCA and DRR lessons.
90. **SVG.** The results of the *Volcano Ready Communities Project* were put on display during the recent eruption of La Soufriere. The project was considered to be very effective in light of no recorded loss of lives. Community response to eruption and evacuation was very disciplined, everyone packed their bundle and loaded themselves on the boats. Stakeholders were adamant that this would not have been so organized without the awareness-raising and evacuation planning efforts of the project. The project made a difference in the organized and positive response to the eruption of La Soufriere. The project has successfully sowed the seeds of awareness of natural events and their impacts.

People are more aware of the risks and dangers now that they have experience seeing what the volcano can do and the difference preparation makes.⁷¹

The Fund made an effort to emphasize the promotion and protection of gender equity, protection of vulnerable groups and social inclusion, by integrating gender criteria into project reviews and attempts to embed gender into project design. However, in practice and the implementation of sub-projects, there was limited evidence to suggest how gender was prioritized.

91. Project appraisal documents detailed how the intervention would support gender equity and resilience, however in practice, there was limited evidence from stakeholder interviews, e-surveys, and document reviews to suggest how gender was prioritized. An extensive review of project monitoring reports and consultancy reports, supported by Key Informant (KI) interviews, suggested that while there was a stated intent to take a gender-sensitive approach to project implementation, however in practice, there were no clear activities specifically targeting issues related to gender. No gender analysis was completed to inform how concepts such as ‘gender resilience’, ‘gender sensitivity’ or ‘gender responsiveness’ should be applied to project implementation. That said, efforts were made to ensure the inclusion of diverse populations in implementation, including youth, the elderly, women, men and the disabled. Stakeholders involved in project design and launch recognized the CDRRF’s attempts to embed gender into project design, however they were left feeling that the inclusion of gender was not as tight or well-articulated as would have been expected. Gender efforts were reportedly made but were not well supported or followed up upon.
92. **Belize.** The project made significant efforts to ensure gender equality, specifically the participation of Mayan women in project dialogue and the Farmers Club initiative. The project design detailed several measures to support gender equity, including:
 - a. Utilization of a gender lens in designing and screening interventions to ensure that they take into consideration gender dynamics to reduce individual, household, and community exposure to the effects of CC.
 - b. Dissemination of clear messages and information underscoring distinct gender roles and responsibilities in the communities, such as women’s important role in times of disasters.
 - c. Special targeting of public education campaigns and training to women and other vulnerable groups to ensure their participation and knowledge enhancement.
 - d. Community sensitization on the increased risks of gender-based violence in times of disasters.
93. The efforts of the *Building Adaptive Capacity and Resilience to Climate Change in Toledo, Southern Belize* project to emphasize the promotion of gender equity, protection of gender equity, protection of vulnerable groups and social inclusion, by integrating gender into project design and implementation, presents an opportunity for replication in similar interventions. The evaluation team

⁷¹ Data from a limited sample, data collection was challenged by the recent eruption of La Soufriere in SVG and the resulting lack of responsiveness to interview and survey requested due to the state of emergency.

did not find evidence of documentation on the project's gender-responsive approach; thus, the Fund risks the loss of experience-based knowledge.

Overall, the sub-projects made a difference at the household and community level, some more significantly than others. The potential for scale-up and replication of specific interventions exists, however strategies to mitigate identified challenges will need to be integrated into any future similar intervention.

94. The evaluation found considerable anecdotal evidence from stakeholder interviews and FGDs for the sub-projects in Belize and BVI that communities are more resilient to climate change, more aware of their vulnerabilities, better prepared to manage disaster, and have improved income generation and protection against revenue loss. The evaluation team found potential for scale-up and replication of interventions such as the Farmer's Club Model, the NGO partnership model, mangrove restoration, and the provision of equipment and training in early warning systems.
95. ***Belize.*** The sub-project was deemed to have brought critical material and knowledge to the area and supported communications during the 2020 floods as well as the Covid Pandemic response across the remote rural villages in the Toledo District. The NEMO indicated that the rain gauges continue to provide useful information for disaster management. Additional river gauges and radios have also been added since the project. The radio communication system is still in use which suggests that the supply of training and equipment has supported improved response to natural hazards. Access to effective and efficient communication during and after disaster events is a critical part of disaster management, supporting a coordinated response and facilitating community self-reliance. The potential for scale-up and replication of positive interventions in Belize is currently limited by partners' inability to access adequate resources. Strategies to mitigate these challenges need to be developed and integrated into similar future interventions to ensure scalability.
96. ***BVI.*** The *Establishing Flood-Resilient Smart Communities through NGO Partnerships* project identified the need for a mechanism to facilitate coordination and collaboration among NGOs and between Government and NGOs during a crisis or disaster/post-disaster situation. The NGO partnership model has therefore been deemed a critical component to implement DRR and CCA interventions. The model was utilized during the project to implement sub-outputs, specifically the mangrove restoration program that involved multiple NGO partners. The potential for scale-up and replication of positive interventions in BVI is promising in component areas that have been institutionalized within the Department of Disaster Management's (DDM) work program.
97. ***Jamaica.*** As discussed under Finding 8, each of the sub-project target communities in Jamaica have expressed an understanding of climate change risk factors and demonstrated climate-smart behaviour and changed agricultural practices. Direct observation, FGDs, and town hall meetings revealed how communities were able to apply CCA and DRR lessons, such as improved land techniques, irrigation practices through water harvesting, live vegetative contour barriers, to mitigate climate hazards. However, without sufficient documentation and additional financial and capacity development assistance the replication and scale-up of these interventions will be limited.

Efficiency

98. While the projects' designs placed community priorities at the center, the Fund failed to consider communities' administrative capacities for applying the Fund's procedures and processes during project implementation. The implementation of a Fund focus on community-led and driven development was compromised through the mandated adherence to procedures and processes ill-suited to the community capacity available. Overall, the limited capacity of community groups and

community development professionals was ill matched with the systems, procedures, and processes required of a CDB project.

99. The community groups, PMT's, and community development professionals were found to have limited capacity to secure grant resources as well as to design and implement development interventions. This was evidence by the inability of PMTs and implementing partners to adhere to CDB's systems, procedures, and processes coupled with weak communication, and weak Fund performance monitoring and evaluation, which ultimately stifled the sub-projects' ability to maneuver and implement the sub-projects efficiently.

The CDRRF governance structure proved to be too complex to support efficient project implementation or results management. Individually, the governance committees fulfilled their function and purpose, but the efficiency of the overall governance and management structures was called into question due to perceptions of powerlessness and lack of follow-through on decision making. Government agencies and ministries could have been better included in the implementation and sustainability planning of projects, and regional entities could have been better engaged to provide technical inputs and guidance as well as partnerships and extensions for CDRRF and CDB into communities.

100. **The Trust Fund Steering Committee.** The CDRRF was overseen by the Trust Fund Steering Committee (TFSC). The TFSC was responsible for the coordination and guidance of the Fund. The TFSC was comprised of representatives from the Caribbean Development Bank, Global Affairs Canada, EU, and regional actors, such as the Caribbean Disaster Emergency Management Agency (CDEMA) and the Caribbean Community Climate Change Centre (CCCCC). The TFSC was chaired by Global Affairs Canada and meetings were held at least twice per year. The TFSC made decisions based on (non-voting) consensus amongst official members of the TFSC (i.e., non-observer members).⁷²
101. The TFSC was found to have provided appropriate oversight and management support for the Fund however there were differing perceptions of the extent of its role and responsibility.. The TFSC was characterized by topical, solutions-focused meetings, but the solutions and recommendations developed in TFSC meetings were reportedly not pursued or implemented by CDRRF. TFSC members warned of the consequences of requiring community based PMTs and partners to adhere to unfamiliar procurement and financial processes. The TFSC recommended the Fund adapt these processes to better suit the community's capacity levels, yet this recommendation was not put into effect. Instead, the Fund attempted to train project implementors on the processes required for implementation, during the project implementation period (additional information available under Finding 12).
102. **The Project Technical Review Committee (PTRC)** advised the PMU and recommended sub-projects for approval by the TFSC.⁷³ The Technical Review Committee included specialists from the CCCCC, the Caribbean Policy Development Centre in Barbados, the Office of Disaster Preparedness and Management in Trinidad and Tobago and the National Office of Disaster Services in Antigua, as well as from Canada's Department for Foreign Affairs and Trade and Development

⁷² Terms of Reference Final Evaluation Community Disaster Risk Reduction Fund

⁷³ Ibid.

- (DFATD) and the United Kingdom's Department for International Development (DFID).⁷⁴ The PTRC fulfilled its role, reviewing and approving project applications and making recommendations.
103. The CDRRF project selection process was criticized for its lengthiness caused by strict and multi-levelled approval processes. At the time of application, the majority of the sub-project designs did not benefit from RCCVA, LBA or KAP assessments. The PTRC, thus, had limited insight or understanding of community capacity and was unable to aptly assess the feasibility and suitability of sub-project designs for each of the target communities. The PTRC may have been able to provide greater technical inputs and guidance to improve sub-project implementation, however, PMU did not engage PTRC members during the sub-projects' implementation periods.
 104. Decisions made by both the PTRC and TFSC were subjected to review by CDB, a process that delayed decision-making and communications to the community and PMTs. This multi-level, multi-committee decision-making approach was found to be highly inefficient. The Bank's approach to decision review made committee members feel under utilised and redundant in their roles and decisions, restricting the efficiency of sub-project implementation.⁷⁵
 105. **The Project Management Unit.** The PMU was responsible for the management and implementation of the Fund. The PMU was located within the Environmental Sustainability Unit (ESU)⁷⁶ in CDB and adhered to Bank policies, procedures and processes. The Unit was staffed by a Project Manager, an Administrative Assistant, a Monitoring and Evaluation Specialist, a Knowledge Management/Public Education Specialist, a Community Development Specialist, and a Small Works Engineer. The PMU, with support and oversight from the PTRC and the TFSC, managed the overall process of sub-project proposal solicitation, appraisal, implementation, monitoring and evaluation (M&E).
 106. The evaluation found that while the Fund's design focused on community, it failed to consider the implications and impact of limited community implementation capacity. Throughout the implementation of the Fund, the PMU increasingly required the sub-projects to follow CDB processes and procedures. Sub-projects felt the Fund's focus on processes obstructed the efficiency of implementation. An analysis of sub-project results revealed that outputs remained incomplete due to challenges such as delays in fund disbursement, approval and no objection processes, procurement processes, and Covid-19 limitations (further discussions of challenges to implementation under Finding 12). Procurement and financial processes coupled with weak communication and weak monitoring and evaluation stifled the sub-projects' and Fund's abilities to operate efficiently.
 107. CDB units and departments, including the Loans Committee, the Environmental Sustainability Unit, the Procurement Policy Unit, and the Finance and Corporate Planning Department were also involved in the administration of the Fund. The distribution of Fund management between the PMU, Loans Committee, the Environmental Sustainability Unit, the Procurement Policy Unit, and the Finance and Corporate Planning Department inflated the number of parties involved in the

⁷⁴ CDB's Community Disaster Risk Reduction Fund Pleased with Response to First Call for Proposals, November 2013.

⁷⁵ The CBD process of reviewing decisions made by the TFSC and PTRC contributed to redundancy and duplication of work in the process. This not only delayed turnaround time to deliver a decision to sub-project teams but led to perceptions of redundancy of the technical oversight committees.

⁷⁶ The Environmental Sustainability Unit (ESU) is responsible for the design and execution of programmes and projects in environmental management, disaster risk reduction and climate resilience.

management and implementation of the Fund. Attempts to capitalize on the strengths of separate Bank Units resulted in an inefficient project management structure. Obstacles to implementation efficiency discussed under Finding 12 such as lengthy decision-making timelines and disbursement delays were found to have been caused by the involvement of too many CDB Units and departments. The establishment of multiple oversight committees (PTRC, TFSC, and PSC) to capitalize on the available skills and knowledge available in the region and country was theoretically sound, however, in practice, the layers of Fund governance contributed to and exacerbated efficiency challenges such as timely decision making.

108. **Project Steering Committees.** At the national level, Project Steering Committees (PSCs) complimented the PMTs, providing a mix of administrative know-how and technical expertise required to steer the project through all stages of implementation. The PSCs were comprised of key national and community entities in each BMC. The PSCs primarily fulfilled their purpose, however, in some contexts, the PSCs left expectations unmet. The PSC for Westmoreland (Jamaica), BVI, and Belize were credited with contributing to efficient project implementation and the achievement of several outputs. The PSC membership, specifically the inclusion of a cadre of national experts with a wide range of technical skills, was largely credited with the success of the governance and oversight committee. In some sub-projects, such as Llandewey (Jamaica), the PSC was reported to be ineffective due to limiting factors such as the distance to the project site, lack of transportation support, and weak technology to facilitate online meetings, which reduced the Llandewey PSC's involvement.
109. **The Project Management Team.** The day-to-day management of each sub-project was the responsibility of a community-based Project Management Team (PMT), which was advised by a PSC.⁷⁷ The PMT staff composition varied between projects but typically included a project manager, data management officer, project accountant/financial officer, administrative assistant, community mobilization/extension officer, and public relations officer. The PMTs' efficiency was challenged by limited knowledge of and inadequate implementation capacity to fulfill processes at the level required by CDRRF.
110. The governance and management structures of the CDRRF were established to provide oversight and support effective Fund and sub-project management and implementation. However, in practice, the multiple layers of governance and multitude of management bodies congested the project management pipeline, delaying decisions and communications to the detriment of efficiency.
- CDRRF management and governance was complicated by slow project approval timelines, procurement and financial processes, PMU turnover, disbursement delays, and overall inflexibility in the implementation approach. The identified obstacles were found to significantly affect project implementation timelines and PMT and community morale, adversely impacting implementation efficiency.*
111. The efficiency of sub-project implementation was complicated by several factors, including PMTs' understanding and capacity to adhere to CDB financial and procurement procedures, PMU turnover,

⁷⁷ Mid-term Evaluation – Community Disaster Risk Reduction Fund (CDRRF), Final Report, June 2017.

implementation structures, project approval process and timeline, disbursement delays, procurement and financial requirements, and PMU communication and responsiveness.⁷⁸

112. **PMT orientation to CDB processes.** One of the main challenges identified by the evaluation regarding the implementation of CDRRF and the sub-projects was the limited capacity of community groups and individuals to efficiently execute development interventions while adhering to Bank processes. The sub-project teams and implementation partners often lacked the necessary capacity to correctly adhere to Bank procedures which caused delays in approval processes. The evaluation found that given the background and capacity of the community organisations; the literacy challenges and lack of formal education, the orientation of management processes was ineffective and ongoing mentoring and handholding were needed to fulfill the complex processes. These issues should typically be identified before project implementation, rather than during. Sub-project implementation was frequently delayed due to the inability of sub-projects to fulfill the procedural mandates of the Bank.⁷⁹
113. Capacity building sessions were held in July of 2018, after the launch of all eight sub-projects.⁸⁰ These capacity-building efforts were ill-timed and incompatible with the realities of sub-project implementation and implementor capacity.
114. The capacity-building sessions were comprised of over eighteen learning sessions; two preparation activities for a request for quotation (RFQ), preparation of a flow chart for procurement for goods, works and consultancy services as well as one key concept session. The contents of these sessions were reported to be too complex, and the wrap-up report concluded that more time needed to be spent on exploring the details of topics covered. One participant stated that too much was being crammed into sessions and it was not suited to novices trying to understand processes. In the end, the sessions became counterproductive as the attendees were being taught at instead of being taught. Rather than building capacity, as intended, the sessions left several PMT staff and implementors with further confusion and a lack of confidence to correctly implement the required processes. A less than a thorough understanding of these required processes contributed to weak management skills and a lack of capacity to fulfill the required Bank processes efficiently.
115. Rather than attempt to tailor the processes to meet the project implementors' capacity level, the Fund required sub-projects to adhere to complex financial and procurement processes. Even if the capacity-building sessions were well-timed and included applicable content, a simplification of procurement and financial requirements would have been useful to facilitate the efficient implementation of the sub-projects at the community level.
116. **Project approval process and timeline.** CDRRF's implementation may have been premature and would have benefitted from more comprehensive planning. The Fund experienced significant delays at the time of project launch as it was difficult for community organizations to submit proposals at the level of quality and technicality that the Bank was seeking. The project application process went

⁷⁸ For further details on how each sub-project was affected by CDRRF management and governance challenges refer to the evaluation reports for Jamaica, Belize and BVI in the Appendix.

⁷⁹ Typically, financial and procurement processes, which implementing partners found complex and challenging.

⁸⁰ JTIDRRP and TAILMDRRP launched in 2015; LREDMI, Building Resilience and Adaptation to Climate Change while Reducing Disaster Risk in Peckham and Surrounding Communities, Clarendon, Volcano Ready Communities Project, Establishing Flood-Resilient Smart Communities through NGO Partnerships, Building Adaptive Capacity and Resilience to Climate Change in Toledo, Southern Belize; launched in 2017, and CARTS launched in June 2018

through several iterations from a two-stage (PAF-PAD) process to a three-stage process (Concept Note) that, if approved, would thereafter require RCCVA, LBA and KAP studies to inform the final design of the project.⁸¹ Commissioning and completing these studies were found to take, at a minimum, 4-6 months. This appraisal process was discussed and amended for four years (2013-2016). In practice, stakeholders noted that RCCVAs did not inform design changes, given that vulnerability studies had been completed before submission of the concept notes to the CDRRF. KAPs, where completed,⁸² were not found to have informed sub-project design as they were completed close to project completion or post-project completion. LBAs are still being finalized in 2021. The updated appraisal/approval process detailed in Appendix 5 of the October 2019 PIP⁸³ would take at least a year, based on the proposed duration of each stage of the process. Factoring delays related to, for example, establishing the appraisal team, is likely to be closer to 18 months. The approach, which is based on the Bank's general processes and procedures, was not appropriate for a community-based intervention. Stakeholders expressed frustration regarding the complexity and rigidity of management systems and processes, from the approval phase through to project closure.

117. While stakeholder agencies and the Fund engaged in extensive consultations during project design, the lengthy delay between project submission and approval resulted in a loss of momentum, enthusiasm, and commitment by target communities.
118. **Turnover in CDRRF staff** was also deemed a contributory factor in the significantly delayed project approval and implementation. Between 2012 and 2018, the PMU experienced challenges recruiting and retaining staff. During this period the PMU turnover included three project managers, five M&E Specialists, three Knowledge Management and Public Education Specialists. The evaluation team found evidence that communications from the PMU to PMTs was poor during periods of staff turnover.
119. **Disbursement delays** also negatively impacted implementation, particularly the relationship between the implementing partners and suppliers. The evaluation team noted that local suppliers were required to wait as long as 3 months between submitting quotations and obtaining approvals from the CDB.
120. **CDB Procurement requirements** presented significant challenges to the implementing partners and PMTs, resulting in the need for additional clarifications and a lengthier process. The PMTs were challenged to acquire the minimum of three bids required as part of the Bank's procurement process due to one, some or all of the following factors:
 - a. The geographic distance between sub-projects and vendors;
 - b. The lack of vendors in the country;
 - c. Vendors' unwillingness to provide quotations or delaying responses due to perceptions of high competition or lack of competitiveness.

⁸¹ The majority of the assessments were not completed in time to inform project design, see Table 3 for the timeline of community assessments.

⁸² Only KAP assessments for Jeffery Town (2016), Trinityville (2016), and BVI (2021) were made available and reviewed for this evaluation.

⁸³ Community Disaster Risk Reduction Fund Project Implementation Plan, October 31, 2019.

121. The requirement to procure goods in the 23 member states or 5 non-regional states was cited as a major challenge to sub-project procurement. In Jamaica, sub-projects in Jeffrey Town and Trinityville followed the Bank's procurement processes for vehicle purchasing. The lengthy procurement process resulted in vehicles being delivered near the end (Trinityville) or following the completion of the project (Jeffrey Town).⁸⁴
122. The subsequent development of procurement guidelines and templates resulted in some improvement however, the unchanged procurement processes, coupled with untimely communication and weak monitoring and evaluation were found to have negatively affected sub-projects' abilities to implement activities efficiently.
123. **Financial Requirements.** The evaluation noted that certain partners' accounting processes, such as GoBVI, did not require vendors to issue receipts to verify the payment. The issuance of receipts was, however, a requirement under CDB accounting procedures. Issues such as signatures on receipts remitted resulted in delayed payments in some reported cases of up to 12 months.⁸⁵
124. **Inflexibility and limited responsiveness by CDRRF.** Lengthy delays in communications were deemed to have negatively impacted implementation. Evidence gathered during the evaluation revealed that communications between the implementation team, partners and participants were often complicated by internal procedures. PMTs and partners reported being frequently frustrated by a lack of responsiveness from the Fund on key project implementation decisions, delaying project rollout. This lack of responsiveness was reported to have affected community relations, as project implementation teams were stuck between community expectations and CDRRF processes. Ultimately, CDRRF provided quality information to stakeholders although it was not always timely. The Fund boasted good communications with the community through the community outreach officer, however, delays in decisions and feedback as a result of the Bank's financial, procurement and governance processes challenged the efficiency of and faith in these relationships.
- a. **BVI.** The inflexibility of procurement processes resulted in the decision of GoBVI to fully finance key project outputs. The DDM requested a variation in scope to better meet the urgent needs of the Jost Van Dyke population following the impact of Hurricanes Maria and Irma. Recognizing the need for an emergency shelter, the DDM requested the reallocation of project funds to ensure that the Jost Van Dyke community had access to a shelter for the imminent Hurricane season. The following bullet points summarize the 10-month timeline and exchange on the effort to address a time-sensitive community need – an emergency hurricane shelter.
 - i. A No Objection letter was sent on October 13th, 2017, requesting approval for a variation in the scope of the project to better meet the immediate needs of the community. On November 7th, 2017, CDB requested evidence of existing relationships between the DDM and the proposed shelter sites. Two areas were pre-identified, these included the Methodist Church and the Church of God of Prophecy on Jost Van Dyke. The necessary MOUs were subsequently shared on November 8th, 2017.

⁸⁴ For further details on the effect of procurement delays on the sub-projects, see the evaluation report for Jamaica in the Appendix.

⁸⁵ No project documentation substantiated this issue.

- ii. On December 19th the PMU further requested:
 1. Photographs of the structure to be rehabilitated with names,
 2. Locations and coordinates,
 3. Current structural condition assessment,
 4. Damage assessment report, and
 5. Cost estimate for work to be done.

In response to the PMU's request for this documentation, the PMT requested the necessary assessments be completed by the Government of the BVI's Shelter Assessment team on January 22nd, 2018.

- iii. In support of this request, the DDM produced an Initial Damage Assessment and Shelter Assessment, a Hazard Vulnerability Assessment, the Environmental Health report, and the bill of quantities from the Public Works Department. The Public Works Department went to Jost Van Dyke on February 13th, 2018 and submitted the bill of quantities on February 20th, 2018.
- iv. Following the identification of the Jost Van Dyke Church of God of Prophecy location as the most suitable site on Jost Van Dyke to function as an Emergency Shelter; a meeting was held with the Bishop of the Church of God of Prophecy in Jost Van Dyke on February 21st, 2018, to discuss the plans for the repairs and retrofitting of the church.
- v. Official letter requesting permission to use the church as an emergency shelter was sent to the CDRRF PMU on March 26th, 2018.
- vi. After an inspection of the church, the PMU requested that additional repairs, which included: Safety Guard Rails; Hurricane Shutters to the windows; provisional Stim for Lighting and Electricals; and Contingencies at 10% to be added to the Bill of Quantities prepared by the Public Works Department on April 25th, 2018.
- vii. An MOU was drafted between the Church of God of Prophecy and DDM and shared with the Attorney General's Office for review on July 12th, 2018.
- viii. The Attorney General's Office responded with comments and edits to the MOU on July 13th, 2018.
- ix. The Government of the Virgin Islands decided to fully finance the repairs to the Church of God of Prophecy Jost Van Dyke, to ensure an emergency shelter was immediately accessible to residents, for the 2018 Hurricane season. Funds were not reallocated. This process of seeking support to reduce risk to one of the project's target communities, which commenced in October 2017, was eventually aborted 10 months later.

Sustainability

125. The evaluation found limited evidence of how the benefits arising from CDRRF are expected to be sustained, scaled up and/or replicated. Some implementation partners, such as Humana People to People Belize, BVI's Department of Disaster Management, and NEMO SVG, are expected to

sustain results such as institutional capacity increases through efforts to institutionalize and document knowledge. However, a lack of sustainability planning, limited documentation of project data and processes, and low levels of community ownership and trust are expected to challenge the sustainability of results and benefits in the target communities.

The project appeared to achieve results at the output and immediate outcome levels. However, the extent to which these results are sustainable will depend on the ability of the communities to overcome underlying risk factors and find suitable partners to continue the work.

126. As stated under the criteria of effectiveness and Finding 8, the sub-projects achieved 55% of the intended outputs. Key infrastructure and livelihood outputs remained incomplete at the time of project closure. The lack of output completion in these areas has implications for the sustainability of results as well as community livelihoods and resilience to CC. Infrastructure and livelihoods are two key areas identified in sub-project design and the ToC as critical for contributing to increased community livelihoods and resilience to CC. Communities with higher levels of household income are better able to manage vulnerability, including health to economic investment and loss, through the transfer of flood impacts. The influence of poverty on a region's coping capacity is apparent as poor regions tend to have less diverse and more restricted entitlements and a lack of empowerment to adapt. There is ample evidence that poorer nations and disadvantaged groups within nations are especially vulnerable to disasters.⁸⁶ Infrastructure, from EWS and communication systems to shelter refurbishment and drainage, signifies planning and preparation for natural events. When an extreme environmental hazard strikes, infrastructure can be a deciding factor in whether or not the situation becomes a disaster. Sufficient and well-built infrastructure, such as high-quality power and transportation networks, can limit the impacts that natural hazards can cause both in terms of loss of life and economic damage. Proper development and maintenance of critical infrastructure needs to be understood as a core component of disaster risk reduction.⁸⁷
127. Unfinished infrastructure and livelihood outputs coupled with unmet expectations have caused distrust within the communities/community groups and pose significant risks not only to the sustainability of sub-project results but to the contribution of increased resilience of the target communities to CC.
128. Investment in community-driven initiatives continues to be a guiding principle of the CDB, based on the theory that effectively engaged communities are more likely to own the intervention and therefore ensure sustained outcomes in the medium-to-long term. Therefore, community ownership and buy-in are critical to the sustainability of sub-project results. While the PMU made considerable efforts to bolster community engagement and participation through community engagement surveys, training of community leaders and the preparation of the Community Engagement Guidance Note for community development practitioners across the region, ultimately the evaluators found that many communities lacked ownership over the project and results.
129. The distrust fostered by unfinished activities presents a threat to the sustainability of results. It should be noted that relying on communities to assume responsibility for maintenance in community-based interventions often requires more than perceived ownership. The Fund and sub-

⁸⁶ Smit et al., *Adaptation to Climate Change in the Context of Sustainable Development and Equity*, 2001

⁸⁷ Kandel, *World Risk Report 2016: The Importance of Infrastructure*

projects assumed communities had a sense of ownership of project results and outputs. In reality, the evaluation found that unfinished deliverables on infrastructure and livelihoods and project delays had significantly affected community opinion and perceptions of proprietorship of results. Following project closure, a limited number of results had a clear community or implementing partner ownership (see paragraph 124 below).

130. The evaluation did not find evidence of sustainability strategy or exit strategy development or implementation on the part of the sub-projects or the Fund. There was no evidence found of clear sustainability responsibilities nor any decision made on the ownership of project results for continuous mentoring and support. The apparent lack of sustainability planning presents an additional threat to CDRRF results sustainability.
131. While the rationale for partnering with established institutions was essentially sound, particularly as it assumed sustainability of key project outcomes, sustainability of initiatives depends on the allocation of financial and technical resources to the responsible agencies. The inability to access adequate resources has severely hindered the capability of state agencies to replicate or scale up effective interventions or provide the necessary support to project beneficiaries to continue project activities.
132. Results in areas that align with both community and implementing partner capacity and their priorities are more likely to be sustained. Results expected to be sustained in some BMCs through the institutionalization of information, and the involvement of the community and key implementing partners include:
 - a. **Belize.** Two refurbished and retrofitted hurricane shelters have been maintained in the two years since project closure. The shelter in Blue Creek is supervised by the Village Alcalde, and the shelter in Bladen is in a church and thus managed by the Pastor. The connection of the facilities to respected members and systems in the community has translated into support from members of the community for the continued use and upkeep of the facilities. While the facilities are in good condition, it must be noted that the size of the structures limits their capacity to serve these communities (population est. Blue Creek-600; Bladen-500), and one structure cannot be used for major storms. This means that alternative shelters must be sought by residents.
 - b. **BVI.** The NGO Partnership model continues to guide the GoBVI's working relationship with the NGO sector, and according to one key informant, it was instrumental in the Government's response to the Covid-19 Pandemic. The model is also being used by UNICEF and the Red Cross to support coordination and collaboration among NGO partners. An initiative spearheaded by the Rotary Club, in collaboration with PAHO, re Mental Health in Disaster/Post Disaster situations is also utilizing the model. The model has been documented and can easily be replicated across the region, as a mechanism in support of enhanced coordination and collaboration within the NGO sector and as a basis for NGO and Governmental coordination. Given that the sub-project was spearheaded by the DDM, it is anticipated that the NGO Partnership model will be institutionalized as a key mechanism through which the DDM will continue to partner with the NGO sector in the design and implementation of DRR and CCA initiatives.
 - c. **Jamaica.** The Aquaponics technology has proven beneficial; farmers reported that it is less labour intensive, produces greater yields and healthier looking crops, and has attracted more youth because of the use of technology in its management. Aquaponics sites have also been

used as training sites and will allow households and farmers to recycle waste, such as drums or barrels, to reduce costs. The aquaponics intervention is scalable and replicable across the community and parish through the connections to the Social Development Corporation (SDC). Beneficiaries have been integrated into the Northern Clarendon Aquaponics Cluster and stand to benefit from additional financial support to enhance existing systems and to optimize production and distribution channels.

There were CCA and community-based DRM innovations employed by the sub-projects in BVI and SVG, complementing ongoing work in the BMCs. The successful documentation of innovations may support intervention replication and scale-up in the country or region.

133. The CDRRF sub-projects featured a series of innovative approaches to CCA and community-based DRM. Some innovations in BVI – the NGO Partnership Model, and at the Fund level – the Community Assessment of Readiness Tool, LBAs, and community engagement model were well documented and can be used to support scale-up and replication efforts in the BMC or regionally. However, initiatives such as addressing volcano readiness through student engagement and mobilization in SVG or using a gender-based approach to prevent predial larceny⁸⁸ in Jamaica were not well documented. The lack of documentation of these innovative approaches will significantly complicate attempts of replication and scale-up.
134. The NGO partnership model is a mechanism developed by the ‘Establishing Flood-Resilient Smart Communities through Non-Governmental Organisation Partnerships’ project in BVI. The model was developed in support of enhanced coordination and collaboration within the NGO sector and as a basis for NGO and Governmental coordination. This model sought to facilitate the collaboration of sub-project partners in BVI, namely, BVI Red Cross, the Rotary BVI, Jost Van Dyke Preservation Society, and Adventist Development and Relief Agency and various CBOs working with community members to implement the sustainable measures aimed at reducing the impact of flooding, protect lives and ultimately help them embrace DRR as a way of life. The Department of Disaster Management prepared a detailed document on the NGO partnership model, with funding support by CDRRF, to aid in the development of partnerships for DRR and CCA among locally registered NGOs in the Virgin Islands. The document provides background on the NGO environment in the Territory, statutes that govern local NGOs, and the steps involved in establishing and maintaining NGO partnerships. The document is a knowledge product and could be used as a tool and guide to replicate the model in other countries and contexts.^{89,90}
135. The Community Assessment of Readiness Tool (CART), developed by CDRRF, aims to assess community capacity at the start of the project using criteria/checklists/guidance to determine and develop a readiness score. The CART is an innovative method for estimating the level of readiness of a community to design and implement development interventions. It can be used as both a research tool to assess levels of readiness across a group of communities or as a tool to guide developmental efforts at the individual community level. Readiness assessment results will then be

⁸⁸ Predial larceny, livestock, and crop theft, was found to be a significant threat to farmers’ livelihoods in sub-projects in Jamaica. The loss of crops and livestock increased farmers’ CC and disaster risk due to weakened socio-economic conditions.

⁸⁹ NGO Partnership Model for Disaster Risk Reduction and Climate Change Adaptation, Department of Disaster Management, Government of the Virgin Islands, 2018.

⁹⁰ For further details on the NGO Partnership model refer to the evaluation report for BVI in the Appendix.

used to help classify each community along the “readiness continuum” and identify the appropriate intervention strategies. The results will also be used to determine the design and sequencing of development interventions and a “Community Minimum Standards Package of Support” required to advance community improvement based on the community readiness score attained. The basic premise is that matching an intervention to a community’s level of readiness is essential for success. The results are used to inform the development of stage-appropriate strategies. Readiness assessments from the CART can be used to inform the feasibility of implementing an intervention or programme and help to identify the specific capacity-building strategies that will fit with the given level of readiness of the community and the beneficiary organisation. Gaining community participation to address local issues can increase the likelihood of programme sustainability and can produce meaningful change. The tool should apply to a range of settings and be relevant to a variety of social, economic, and environmental interventions that plague communities, including, safety, security, disaster risk reduction, climate change.⁹¹

136. The CART tool was developed in response to the need to assess the capacity of the community-based groups to effectively execute development projects. CDRRF assessed community implementation capacity during the appraisal of the sub-projects, through participatory as well as dialogue with community residents but the majority of capacity issues were identified during project implementation. Subsequently, discussions with national community development agencies in the BMC’s identified the need for a more comprehensive community assessment instrument to facilitate data collection and inform on community implementing capacity. The tool was developed and shared at the CDRRF Regional Community Engagement Workshop held in October 2017.⁹² The CART tool was developed under CDRRF but was not used to inform sub-project selection or implementing partner capacity building. The CART is to be employed in future project preparation or project appraisal to identify the level of support and participation that can be expected during implementation from community residents and stakeholders in the target community.⁹³
137. Through a CDRRF workshop *Effective Community Engagement and Project Management* and four regional sessions jointly hosted by BNTF and CDRRF with the involvement of community development practitioners and Liaison Officers and project managers from BMCs, the community engagement model, *Effective Community Engagement across the Project Management Lifecycle*, was documented and produced. The model was developed with lessons from the implementation of BNTF and CDRRF and is said to act as a strategy or process that aligns interests and creates understanding for sustained mutual benefits.⁹⁴ The model includes chapters on community participation and social inclusion, gender mainstreaming, and implementing effective community engagement throughout the project lifecycle. The community capacity building programme designed under CDRRF has been adopted within the community development agencies in all four BMCs and is being implemented in Building Resilience and Adaptive Capacity to Climate Change and Disaster Risk in The Kalinago Territory Project in Dominica.

⁹¹ Community Disaster Risk Reduction Fund, Ninth Meeting of the Trust Fund Steering Committee Caribbean Development Bank, Barbados, held on October 31, 2019.

⁹² Community Disaster Risk Reduction Fund, Annual Report 2018-2019

⁹³ Ibid.

⁹⁴ *Effective Community Engagement across the Project Management Lifecycle*, CDB and SDC, 2019

138. The evaluation found no evidence that the community profile and LBA model developed in collaboration with the Food and Agriculture Organization (FAO) were implemented in time to inform CDRRF sub-project planning or implementation. However, there was evidence of the profiles and model being replicated across other communities in Belize, Jamaica and SVG as well as in FAO programming. Efforts such as the introduction of the LBA toolkit at a CDRRF workshop, facilitated use of the toolkit in data collection in CDRRF target communities in Jamaica (Llandewey, Ramble and Trinityville, St. Thomas, Jeffrey Town in St. Mary, Peckham and four surrounding districts in Clarendon and Savanna-la-Mar, Westmoreland) and the documentation of the approach in resources such as the CDB published Guide to the Preparation of a Livelihood Baseline Assessment (LBA) and Contingency Plan, are expected to support intervention replication and scale-up in the country or region.

Conclusions

140. The CDRRF is considered a step forward for community disaster management and climate change adaptation in the Caribbean. As countries and communities in the Caribbean continue to be severely affected by climate change and extreme weather events, demand for enhancing resilience at the community level has emerged. It was anticipated that the creation of the CDRRF would facilitate the documentation of innovative and indigenous approaches to designing and delivering DRR and CCA interventions that could be scaled up and/or replicated across the region. Further, lessons learned from the project were expected to contribute to more effective design and improvement of future approaches to community risk reduction in the region as well as to the body of knowledge and guidance on how to deliver community based DRR and CCA interventions.
141. Over its eight-year existence, CDRRF financed 8 sub-projects in four BMCs, conducted knowledge management and public education activities, and enhanced the CPA to include DRR and CCA considerations to reduce the impacts of natural hazards and support climate change adaptation in vulnerable communities. These projects targeted farmers, fisherfolk, small business owners and employees, youth and the elderly in these communities through infrastructure improvements, hazard and vulnerability assessments and training initiatives. The enhanced CPAs were found to have been used in two of the target BMCs, BVI and SVG. Unfortunately, monitoring and evaluation efforts were found to have been significantly lacking.
142. The CDRRF was both an opportunity for CDB to act as a development agency, managing projects on community disaster management and climate change adaptation in the Caribbean and a test of what could be possible for the Bank's involvement in future approaches to community risk reduction in the region. Unfortunately, the CDRRF was unable to meet expectations.
143. **Concluding observation 1:** The CDRRF was successful in fostering innovative approaches to DRR and CCA management. The evaluation team found two examples of innovative approaches, namely the NGO partnership Model and the CART, that were successfully documented in a way that would support the design and delivery of DRR and CCA interventions that could be scaled up and/or replicated across the region. There is an opportunity for the Fund and CDB not only to document these innovations but to actively share lessons learned in the region and internationally and guide future approaches to community risk reduction. For this to be achieved, the Fund or CDB must focus post-evaluation efforts on knowledge documentation and mobilization, to learn from the challenges and successes of the Fund. Unfortunately, the lack of further intentional documentation of Fund or sub-project knowledge or sharing of lessons learned detracts from the Fund's potential contribution to the body of knowledge and guidance on how to deliver community based DRR and CCA interventions.
144. **Concluding observation 2:** The approach to management employed by the Fund around procurement procedures, accounting and financial requirements, decision-making power concentrated at the Bank level, slow decision-making, was not well suited to small-scale, community-driven projects. The use of Bank policies and procedures, and the Fund's unfounded assumptions of community capacity led to several delays and challenges that ultimately undermined the achievement of sub-project results, community relationships, and the sustainability of outputs and outcomes. The challenges faced in the implementation of the Fund offer insights for practitioners and project planners into approaches to avoid when designing and implementing a community-led or driven development initiative.

145. **Concluding observation 3:** The PMFs at Fund and sub-project levels were poorly designed, aligned, and maintained. The results frameworks at sub-project and Fund levels were not well constructed with valid indicators with baselines and targets nor were the frameworks maintained with data on indicators and results. The Fund’s PMF lacked clear vertical logic and sound construction, not building on the key elements of sub-project PMFs and design. The Fund was negatively impacted by the high turnover in M&E staff within the PMU (five officers throughout the project).
146. **Concluding observation 4:** The integration of gender analysis in DRR interventions did not move beyond the focus on women’s ‘participation’ to the analyses required to uncover how risks to men and women can be reduced and resiliency enhanced during and post-disaster/crises. The CDRRF and sub-projects were intended to ensure “enhanced implementation of gender-responsive community-level interventions to reduce natural disaster risks”; “gender-sensitive resilience to natural hazard...gender-sensitive knowledge of reducing risks to natural disasters and climate change...”⁹⁵ However, these concepts were not defined in CDRRF project documents and the only relevant KPI was “Percent of approved BMC’s sub-projects with a gender-sensitive focus (at least 25% are female beneficiaries)”.
147. **Concluding observation 5:** Partnerships with established agencies enhance the sustainability of results.⁹⁶ The rationale to develop partnerships between established agencies and communities in project implementation was a sound approach. Specifically, the experience, knowledge and skills of established agencies ensured efficiency gains in implementation and contributed to the sustainability of key outcomes at the national policy level as well as the community level. However, the lack of sustainability and succession planning, lack of perceived community ownership of results, and uncertainty of implementing partner resources are expected to threaten the sustainability of results and challenges scale-up or replication.

⁹⁵ See CDRRF outcomes 1100, 1110, and 1120 in Table 2.

⁹⁶ Organizations and agencies such as DDM, HPPB and partners in SVG expressed and demonstrated commitment to sustaining the results achieved under CDRRF.

Recommendations

The evaluation makes five overarching recommendations flowing from the evaluation findings and concluding observations. These are addressed to the Caribbean Development Bank and the CDRRF Trust Fund Steering Committee (funding partners) and are intended to inform future community based DRR and CCA programmes.

Recommendation 1: The CDB should concentrate post-evaluation efforts on knowledge documentation and mobilization, focusing on learning from the challenges and successes of the Fund to contribute to more effective design and improvement of future approaches to community risk reduction in the region.

The CDB should make a concentrated effort not only to document the innovative and indigenous approaches to designing and delivering DRR and CCA interventions, and lessons learned throughout the implementation of the Fund, but to actively share and circulate this information in the region and internationally to guide future approaches to community risk reduction. The Bank's planned Knowledge Hub offers one potential avenue for doing so.

Recommendation 2: Future community based CCA/DRR initiatives should more thoroughly assess community implementation capacity before project launch and develop project management processes that take appropriate account of observed limitations. The right balance needs to be struck between probity and accountability on the one hand and delegation and expedited no-objection decisions on the other.

Current Bank policies, procedures, and processes are designed and suited for large-scale interventions implemented by substantial implementing agencies or bodies. Community development partners and agencies should not be expected to have the same financial or operational capacity or to adhere to the same procedures or processes. Should the Bank decide to continue along the path of community-led development in DRR or CCA, effort should be focused on developing simplified processes specifically for community development initiatives, to facilitate timely decision-making and communication with community partners. **Additionally, comprehensive community assessments should be conducted to facilitate an informed understanding of the management and implementation capacities available.**⁹⁷ Implementation capacity at all levels and across all institutions needs to be evidenced-based; a clear understanding of the knowledge, experience and skills set, as well as the optimal quantum of staff needed to manage/administer community-based interventions, needs to be assessed during the project design stage. This applies to the Fund management agency as well as partners at national and community levels.

Recommendation 3: Develop strategically aligned Performance Measurement Frameworks for tiered interventions, with SMART indicators and sufficient resources to undertake data collection. Ensure

⁹⁷ "The use of CART will inform the feasibility of implementing an intervention or programme and help to identify the specific capacity-building strategies that will fit with the given level of readiness of the community and the beneficiary organisation". Community Disaster Risk Reduction Fund, Ninth Meeting of the Trust Fund Steering Committee Caribbean Development Bank, Barbados, held on October 31, 2019.

that implementors possess a clear understanding of the Framework’s utility as a management and measurement tool.

The CDB must ensure PMUs at the Bank level and PMTs at the implementor level understand and can fulfill the primary objective of the PMF: to focus on results and track and report on a project’s key performance indicators. Project PMFs need to be evidence-based, aptly informed on community priorities and implementor capacity through assessments such as LBAs, project appraisals, RCCVAs, KAPs, and CARTs. A logic model and theory of change should be developed at both a Fund and sub-project level to guide implementation, results measurement, and provide a common understanding of the strategic connections and cause-and-effect relationships in intervention design.

Recommendation 4: For interventions to be truly responsive, equitable and relevant in improving situations and/or livelihoods, a comprehensive gender (plus) analysis⁹⁸ should be done before allocating budget to project activities and awarding proposals.

Interventions require appropriate situational assessment, including a gender (plus) analysis to understand how different women, men and gender diverse people may experience policies, programs and initiatives, and plan for these differing experiences. These assessments must be done before any budget allocation or proposal submission, to ensure an intervention will address and target appropriate areas and factors to truly be responsive, equitable, and relevant in improving situations and/or livelihoods. If gender, as a cross-cutting theme is to be integrated into national and community level policies and strategies related to DRR and CCA, these concepts will need to be articulated in user-friendly formats to support the analyses required.

Recommendation 5: Develop sustainability plans for each level of the intervention to maintain the achievement of results.

The CDB should integrate sustainability planning into the design and planning phase of project development. This plan should detail institutional arrangements for output and outcome maintenance and ownership arrangement for project outputs. Aligned to this plan should be an exit strategy which details participating partners’ roles, responsibilities, and resources for implementation to ensure the longevity of project results beyond project close-out.

⁹⁸ Gender-based analysis Plus (GBA+) is an analytical process used to assess how different women, men and gender diverse people may experience policies, programs, and initiatives.

MANAGEMENT RESPONSE

Narrative:

The Community Disaster Reduction Fund (CDRRF) was designed to enhance the implementation of environmentally sustainable community level interventions to reduce natural disaster risk and climate change (CC) impacts within CDB Borrowing Member Countries (BMCs). CDRRF was developed in response to the fact, that despite increasing regional efforts to improve the resilience of BMCs, there was limited progress in enhancing community level resilience. CDRRF was designed and implemented as a pilot project, a learning process, with the aim of improving CDB's ability to better develop and deliver future community-based disaster risk management programmes. It was anticipated that lessons learned from design and delivery of the DRR/CCA sub-projects financed through CDRRF would contribute to the region's best practice inventory for managing DRR/CCA interventions at the community level.

Management welcomes the independent CDRRF Evaluation and considers the findings and recommendations useful as the Bank continues to share and apply the key lessons from the project to aid the design of more effective community-based DRM projects within its work programme. As stated in the evaluation report, Management agrees that *"CDRRF was both an opportunity for CDB to..., manage projects on community DRM and CCA in the Caribbean and a test of what could be possible for the Bank and other stakeholders' involvement in future approaches to community risk reduction in the Region"*. Management also agrees that strategically aligned Performance Measurement Frameworks for tiered interventions, with SMART indicators and sufficient resources to undertake data collection, is required for project success and that the monitoring and evaluation and data collection activities during the project life was inadequate. Management however also wishes to note that the Fund level PMF was amended as necessary throughout the life of the project and approved by the CDRRF Project Steering Committee, which was comprised of the donors and CDB. Sub project PMFs designed by their Project Management Teams (PMTs) were reviewed to ensure alignment with the Fund Level PMF. Training sessions were held with PMTs on the project PMFs to enable understanding of the PMF development and application.

However, there were some valuable lessons, best practices and innovative tools which influenced the achievement of specific project outcomes. There were success stories documented from the project such as the Volcano Ready Programme in St Vincent managed by the Seismic Research Centre. The volcano response plans, hazard maps, community engagement plans, and evacuation plans developed under the programme were used successfully to evacuate 11 communities in the high-risk area in the north of St Vincent during the eruption of La Soufriere Volcano in 2021.

CDRRF has resulted in many valuable tools and lessons that can inform the design and implementation of community-based DRM/CCA projects. Some of these lessons have been incorporated within programmes at the Bank, for example the Community Development Approach for BNTF10. Some of the tools and best practices promoted by CDRRF have also been adopted by regional partners. For instance, CDEMA used the Community Engagement Guidance Note in the preparation of the Community Resilience Programme Implementation Guide and the revitalisation of the Civil Society Sector Subcommittee. The community engagement survey which was designed to enhance community inclusion and ownership during the execution of CDRRF, is now adopted as an approach to achieve similar objectives by the community development agencies in Belize, British Virgin Islands, Jamaica and St. Vincent and the Grenadines.

Recommendations	Management Comments / Responses <i>(Accepted/ Accepted but Modified/Rejected)</i>	Commitments / Actions	Responsibility Centre	Target Completion Date (Y/M/D)
<p>Recommendation 1: CDB should concentrate post-evaluation efforts on knowledge documentation and mobilisation, focusing on learning from the challenges and successes of the Fund to contribute to more effective design and improvement of future approaches to community risk reduction in the Region.</p>	<p>Accepted: Management accepts the recommendation as stated. The documentation of lessons learnt from the CDRRF has already started and several videos and documents have been prepared and are available. The proposed CDB Knowledge Hub has been identified as one of the repositories for this information, when it has been established.</p> <p>The knowledge products will also be shared with regional partners and BMCs via various channels including the Bank's web page and social media platforms. Discussions are currently ongoing with several regional partners such as CDEMA, Caribbean Catastrophe Risk Insurance Facility (CCRIF-SPC), United States Agency for International Development and United Nations Global Environment Facility, to incorporate CDRRF lessons in a proposed regional proposal writing workshop for community leaders.</p>	<p>The Bank commits to completing the documentation of the outputs and knowledge gained from the CDRRF.</p> <p>Key lessons from CDRRF are being incorporated into other projects/programmes within CDB to enhance community level disaster risk reduction (DRR) (for example the Community Development Approach for BNTF10) and climate change adaptation as well as enhancing community engagement practices in poverty reduction interventions.</p>	<p>Projects (SSD/BNTF/ESU)</p>	<p>December 2023</p>
<p>Recommendation 2: Future community-based Climate Change Adaptation/Disaster Risk Reduction initiatives should more thoroughly assess community implementation capacity before project launch and develop project management processes that take appropriate account of observed limitations. The right balance needs to be struck between probity and accountability on the one hand and delegation and expedited no-objection decisions on the other.</p>	<p>Accepted: The Bank recognises that the standard appraisal procedures used for technical assistance and capital projects will have to be adapted to facilitate the DRM work with communities in the future.</p> <p>The assessment of community capacities and readiness aspect of the project appraisal activities is being addressed with the development of the Community Assessment of Readiness Tool (CART). This tool was built on the community readiness model and is designed to measure local capacity to</p>	<p>The Bank commits to improving the project management and appraisal process for community DRM projects by utilising relevant scaled processes suited for interaction with community groups, based on the lessons from the CDRRF.</p> <p>In addition, the revised appraisal processes on new community projects, will include increased capacity assessment of the</p>	<p>Projects (SSD/BNTF)</p>	<p>December 2023</p>

Recommendations	Management Comments / Responses (Accepted/ Accepted but Modified/Rejected)	Commitments / Actions	Responsibility Centre	Target Completion Date (Y/M/D)
	implement change. The tool will provide community serving organisations with an online data collection platform where community data can be compiled, analysed, and shared among stakeholders.	community implementation entity via the use of online data collection platforms such as Kobotoolbox .		
<p>Recommendation 3: Develop strategically aligned Performance Measurement Frameworks for tiered interventions, with SMART indicators and sufficient resources to undertake data collection. Ensure that implementors possess a clear understanding of the Framework's utility as a management and measurement tool.</p>	<p>Accepted. Management agrees that the quality of PMF is critical to the efficient and effective project design and implementation.</p>	<p>The management commits that for future community level DRM projects and interventions, robust RMFs with SMART indicators will be prepared for each project. In addition, appropriate training activities on the RMF development will be undertaken for project management teams during project design and implementation phase.</p>	<p>Projects Dept (SSD/ BNTF/ESU)</p>	<p>December 2023</p>
<p>Recommendation 4: For interventions to be truly responsive, equitable and relevant in improving situations and/or livelihoods, a comprehensive gender (plus) analysis should be done before allocating budget to project activities and awarding proposals.</p>	<p>Accepted. The Bank has recognised the importance of gender and has instituted gender analysis as a cross-cutting theme in all projects. Its Gender Equality Policy and Operational Strategy continues to provide the guidance to staff. Further, The Bank's Operational Policy requires that for the preparation of all project appraisals, including community-based projects, a multi-disciplinary appraisal team appraises the project. The Social and Gender Specialists are specifically charged with responsibility for ensuring Social and Gender considerations are integrated and reflected in project design.</p>	<p>The Bank will continue to ensure that a gender analysis is conducted using an intersectional approach for all appraisals including applying its gender marker to inform equitable and responsive project interventions that are adequately resourced to meet the needs of diverse groups across its BMCs.</p>	<p>Projects (SSD)</p>	<p>December 2023</p>
<p>Recommendation 5: Develop sustainability plans for each level of the intervention to maintain the achievement of results.</p>	<p>Accepted. The Bank recognises the importance of ensuring the sustainability of intervention outputs and outcomes and as such always integrates sustainability planning into the design and planning phase of project development. A main element of the</p>	<p>Future community level projects will have integrated in the project framework sustainability planning initiatives to maintain the achievement of results.</p>	<p>Projects (SSD/BNTF)</p>	<p>September 2024</p>

Recommendations	Management Comments / Responses <i>(Accepted/ Accepted but Modified/Rejected)</i>	Commitments / Actions	Responsibility Centre	Target Completion Date (Y/M/D)
	CDRRF sub project development was the involvement of partners at national and community level to enable ownership and to facilitate sustainability of project results. Sustainability planning is a key component of BNTF's approach to enhancing community development.			

Evaluation Activities and Work Programme

Stage 1 – Inception and Work Planning

The planning stage provided both the consultant and the client an opportunity to work together to revisit and develop a joint vision regarding the consultancy objectives, the scope of work, deliverables, methodology, resource allocations, responsibilities, and so forth. The planning stage consisted of a preliminary document review and interviews with the relevant staff of the OIE and CDORRF. As noted earlier, during the inception phase, the evaluation team conducted an evaluability assessment (Appendix 2) which informed the refinement of the evaluation matrix, data collection strategy and the preparation of this work plan.

Stage 2 – Data Collection

Primary data collection took place over approximately 3 months and was subjected to variations based on developments in the Covid-19 situation in each country and the ongoing emergency in SVG. Primary data collection was conducted for all sub-projects in the BMCs. Field visits were conducted in two countries, Jamaica, and Belize, covering six of eight sub-projects. This phase began with the planning meeting with OIE representatives and continued with interviews with the key categories of stakeholders identified during the planning stage. The major activities in this stage include:

- **Document review:** The review of **331 documents** was commenced in conjunction with the preparation of the inception report, work plan, and research instruments and continued during the field research.
- **Interviews:** The Evaluation team conducted 88 individual, semi-structured interviews and 8 FGD (see Appendix 6 for a sample interview protocols) in-person or virtually, as appropriate, with selected stakeholders, including CDORRF staff, TFSC members, Sub-project managers, members of the Project Steering Committees (PSC), donors, select regional agencies, CDB ESU, and sub-project (a list of consulted stakeholders available in Appendix 5). The evaluation team adopted a snowball sampling approach to identify and contact additional stakeholders to those named during the inception phase. Interviews were guided by interview protocols developed and validated during the implementation phase (available in Appendix 6).
- **Participatory learning tools (PLAs):** The evaluation consultants based in Jamaica and Belize used a PLA to support interviews with project beneficiaries to accommodate differing levels of literacy and education. A before and After timeline was used to guide beneficiaries to share insights on the effectiveness of the sub-project results and the coherence of project design. A strengths, weaknesses, opportunities, and threats (SWOT) analysis was used to understand project effectiveness and efficiency from the perspective of the beneficiaries.
 - FGD, interviews, and PLAs were conducted in person for the projects in Jamaica and Belize, adhering to Covid-19 safety regulations in the country, and virtually for the remaining BMCs.
- **Electronic survey:** Electronic surveys were administered to members of the Project Steering Committees for each project, the Trust Fund Steering Committee, the Project Technical Review Committee, project staff, donors, and CDB. Given the common challenges with obtaining timely feedback from e-surveys, these surveys were open for 4 weeks. A total of 35 complete surveys were returned and utilized in this evaluation.

- **Direct Observation/Field visits:** Six field visits were conducted as dictated by data requirements (based on the evaluability assessment) and situational assessments of the four BMCs (the emergency risk and Covid situation were taken into consideration before scheduling any field visits) to support primary data collection and to facilitate some observation of community activities where feasible. The team conducted in-person data collection for CDRRF projects in Jamaica and Belize, capitalizing upon the evaluation team member based in the country. In-person data collection in SVG was not conducted considering the ongoing emergency following the eruption of La Soufriere. The team proceeded with remote data collection using virtual interviews and the e-survey in SVG and BVI.

Stage 3 – Data Analysis and Reporting

The primary and secondary data collected was subjected to descriptive analysis in terms of the expected results and content analysis based on CDRRF's TOC and PMF. The following data analysis approaches were applied:

- **Descriptive Analysis:** Based on the documentation reviewed and the data gathered from e-surveys, interviews and focus groups, the team completed a descriptive analysis of the project in terms of its expected results and the evaluation questions.
- **Content Analysis:** Data collected during the evaluation process was consistent with the evaluation matrix (Appendix 4). The analysis was based on the extent to which the evidence collected supported the Fund's theory to date and responded to the evaluation questions.

Using these methods, reliability was ensured through data triangulation, the use of standardized instruments (surveys, interviews, and FGDs) and direct observation during field visits, and in compliance with standard practices in evaluation.⁹⁹ A detailed work plan is available in the table below.

Deliverable/Activity	Timeline
Stage 1: Inception	
Kick-off Meetings	February/March
Preliminary Document Review	February 17 th – April 17 th
Preliminary Staff Interviews (OIE, CDRRF Staff)	March 18 th – April 14 th
Inception Report (Draft)	April 21 st
CDB Review and Feedback	May 3 rd
Inception Report (Final)	May 14 th
Stage 2: Data Collection	

⁹⁹ OECD-DAC Quality Standards for Development Evaluation

ESU/CDB Representative Meetings	May -June
Stakeholder Interviews	May -July
Desk Review	March-June
Electronic Surveying	May-July
Field Visits	May-July
Stage 3: Data Analysis and Reporting	
Data Triangulation and Analysis	Late July
Preliminary Findings	Late July-Early August
Draft Final Evaluation Report	Mid-August
CDB Preliminary Findings Review	Late-August
Final Evaluation Validation Presentation	September
Final Evaluation Report	September

Project Sampling

BMC	Implementing Agency and Project Name	Summary of Project Components	Funds disbursed	% Implemented	Completion & Notes
Jamaica	EHF Building Resilience and Adaptation to Climate Change while Reducing Disaster Risk in Peckham and Surrounding Communities, Clarendon.	<p>(a) Training of farmers in climate-smart agricultural practices and financial management.</p> <p>(b) Establishment of climate-smart agricultural demonstration plots.</p> <p>(c) Capacity building to improve the management and operations of farmers' groups/associations.</p> <p>(d) Support for the reactivation of at least one female farmer's group.</p> <p>(e) DRR and CCA public education and awareness.</p>	473,251	76%	<p>Completion: January 2021 Project Team disbanded February 2nd, 2021</p> <p>Primary data collection/beneficiary feedback on key components, including the effectiveness of climate-smart practices, observation of demonstration plots, DRR and CCA public education and awareness. Reports indicate that lessons learned would be beneficial.</p> <p>Challenges / Limits: COVID limitations given Jamaica's current situation; Must visit by April 2021</p> <p>Project Team disbanded already. Access to a sample of the 8 communities will be difficult after the week of April 19th, when the Project's Extension Officer will not be available.</p>
	Jeffrey Town Farmers Association Jeffrey Town Integrated Disaster Risk Reduction Project (JTIDRRP).	<p>(a) Construction of climate-resilient infrastructure.</p> <p>(b) Improved food security through the training of farmers and the planting of drought-tolerant crops.</p> <p>(c) Upgrading of the Association's agro-processing facility.</p>	593,593	91%	<p>Completion: March 2019</p> <p>Observation of infrastructural components; Agro-processing facility; Significant follow-up regarding the sustainability of interventions. Lessons learned from this project could be valuable from a livelihood /community development perspective.</p> <p>Challenges / Limits: It will be difficult to assess and visit 2-2.5 years later.</p>

BMC	Implementing Agency and Project Name	Summary of Project Components	Funds disbursed	% Implemented	Completion & Notes
		(d) DRR and CCA public education and awareness.			
	Llandewey/ Ramble Community Development Committee Benevolent Society (LRDCBS). Llandewey/Ramble Community Environment and Disaster Mitigation Initiative.	(a) Rehabilitation of two community centres that serve as emergency shelters. (b) Installation of water harvesting facilities in six public buildings. (c) Improved livelihoods for the women's group and training for local artisans. (d) DRM training. (e) DRR and CCA public education and awareness. (f) Capacity building for the Benevolent Society's executive committee.	204,000 Implementat ion delayed	31%	Completion: December 2019 Project halted Challenges / Limits: Project halted at 33% more than a year ago. These are 2 separate projects roughly ½ hour away from each other. A major part of the budget was infrastructure work which was not completed. COVID limitations.
	Trinityville Area Development Community Benevolent Society (TADCBS). Trinityville Area Integrated Land	(a) Training in and implementation of improved land management techniques. (b) Rehabilitation of one community centre to also function as an emergency shelter. (c) Reduced flood risk through improved drainage.	217,473	34%	Completion: April/May 2021 Challenges / Limits: Only at 34% with a month left. A major part of the budget was infrastructure work which will not be completed. COVID limitations.

BMC	Implementing Agency and Project Name	Summary of Project Components	Funds disbursed	% Implemented	Completion & Notes
	Management and Disaster Risk Reduction Project (TAILMDRRP).	(d) DRR and CC public education and awareness.			
	WMC Climate Change Adaptation and Risk Reduction Technology and Strategies to Improve Community Resilience Project.	(a) Preparation of a Floodwater Control Master Plan. (b) Installation of flood EWS to alert residents in the town of Savanna-la-Mar and three surrounding communities. (c) DRR and CCA public education and awareness. (d) Safety at sea training for fisherfolk. (e) Implementation of community-based livelihood pilot projects and DRR demonstration projects.	55,000 Implementat ion delayed	8%	Completion: March 31, 2021 Challenges / Limits: Less than 10% complete and already finished. One complete project (oyster farm) has to be visited by boat. EWS equipment was procured but not installed. Limited value in visiting. COVID limitations.
Belize	Humana People to People Belize (HPPB). Building Adaptive Capacity and Resilience to Climate	(a) Rehabilitation of two emergency shelters. (b) Installation of early warning systems (EWS). (c) Improved farming systems through nine Farmers' Clubs.	648, 860	100%	Completion: August 2019 This is the only sub-project where the sustainability of the interventions can be assessed.

BMC	Implementing Agency and Project Name	Summary of Project Components	Funds disbursed	% Implemented	Completion & Notes
	Change in Toledo, Southern Belize	(d) Improved DRR and CC public education and awareness.			Challenges / Limits: COVID limitations; Will be difficult to assess and visit nearly 2 years later.
BVI	Department of Disaster Management Establishing Flood-Resilient Smart Communities through NGO Partnerships	(a) Rehabilitation of two community buildings. (b) Improvements in the EWS on two islands. (c) Business Continuity Planning training for small and medium-sized enterprises. (d) Flood and CCA monitoring. (e) Preparation of a management plan for mangroves. (f) Design and construction of a drain on Tortola.	428,339	66%	Project implementation in progress as of June 2020 progress report Challenges / Limits: Covid travel restrictions.
St. Vincent and the Grenadines	Seismic Research Centre/UWI, St. Augustine Volcano Ready Communities Project.	(a) Development of protocols to inform and alert residents in the 12 target communities about the Soufriere Volcano and other related natural hazards. (b) Design and printing of gender-sensitive multi-hazard DRR and CCA public education materials.	438,199 Implementat ion delayed	71%	Completion: Implementation delayed La Soufriere's activity presents a real test of the effectiveness of the contingency plans and protocols. Challenges / Limits: Covid travel restrictions; The recent eruption of La Soufriere presents

BMC	Implementing Agency and Project Name	Summary of Project Components	Funds disbursed	% Implemented	Completion & Notes
		<i>(c)</i> Preparation of contingency plans for communities in the Soufriere Volcano high-risk zone and testing of the plans			further limitations that may be insurmountable in the short to medium term.

Bolded projects selected for field visit based on completion status, COVID-19 situation, climate security situation, and location of national consultants.

Color Coding Legend: Fund Disbursement



Evaluability Assessment

An evaluability assessment was conducted to assess the extent to which the Fund, and by extension, the sub-projects, can be evaluated reliably and credibly. The evaluation team assessed the evaluability of the Fund in two dimensions; first, evaluability in principle, articulating and clarifying a Theory of Change (ToC), and secondly, in the temporal context of project implementation and COVID-19.

The evaluability assessment checklist in Table 3 was extracted and adapted from the 2013 report of a study commissioned by the Department for International Development of the United Kingdom, *Planning Evaluability Assessments: A Synthesis of the Literature with Recommendations*.¹⁰⁰ The evaluation team used this checklist to review the design, availability of information, and institutional context of the Community Disaster Risk Reduction Fund.

The team ultimately determined that the CDRRF and its eight sub-projects may be evaluated. However, the team noted that the challenges and limits to the evaluation given the status of implementation of the various sub-projects and challenges around the strategic connections between the sub-projects and the objectives of the Fund. Evaluability issues such as sub-project contribution to Fund objectives and baseline and outcome data unavailability were expected to influence the evaluation process and results. Evaluation challenges are further detailed in Table 4 below. It is critical to acknowledge the restrictions and limitations within which the evaluation took place.

TABLE 4 EVALUABILITY ASSESSMENT CHECKLIST

Project Design		
Criteria	Description	Analysis
Clarity	Are the long-term impact and outcomes identified, and are the proposed steps towards achieving these clearly defined?	<p>The original Log frame for the CDRRF identifies the long-term impact, outcomes, and outputs. The proposed steps towards achieving the expected results are clear. The updated PIP (2019) is very detailed; however, this was updated after project implementation commenced, and the original PIP has not been provided for comparison.</p> <p>A simplistic TOC for the CDRRF suggests that if risks to livelihoods due to natural disasters are effectively mitigated through climate-smart agricultural practices, improved capacity to respond to hazards and improved knowledge of regional, national and community level practitioners, it is anticipated that there will be a 50% reduction in household livelihoods adversely impacted by natural hazards in BMC beneficiary communities by 2018.</p>

¹⁰⁰ Davies, R. Planning evaluability assessments: A synthesis of the literature with recommendations. DFID Working Paper 40. DFID, London, UK (2013).

Project Design		
Criteria	Description	Analysis
Relevance	Is the project objective relevant to the needs of the target group, as identified by any form of situation analysis, baseline study, or other evidence and argument? Is the intended beneficiary group identified?	Yes
Plausibility	Is there a continuous causal chain connecting the intervening agency with the final impact of concern? Is it likely that the project objective could be achieved, given the planned interventions, within the project lifespan? Is there evidence from elsewhere that it could be achieved?	This is not clear. The causal connections between the sub-projects and the Fund's objectives are not immediately apparent. As part of the evaluation, the results chains will be compared to assess alignment and to what degree the results of the sub-projects can be expected to contribute to the outcomes and objectives of the Fund.
Validity and reliability	Are there <i>valid</i> indicators for each expected event (output, outcome, and impact levels)? I.e., will they capture what is expected to happen? Are they <i>reliable</i> indicators? I.e., will observations by different observers find the same thing?	In the case of the CDRRF PMF, the indicators are not always reflective of the outcomes identified. (See PMF comments)
Testability	Is it possible to identify which linkages in the causal chain will be most critical to the success of the project and thus should be the focus of evaluation questions?	No
Contextualized	Have assumptions about the roles of other actors outside the project been made explicit? (Both enablers and constrainers) Are there plausible plans to monitor these in any practicable way?	No
Consistent	Is there consistency in the way the Theory of Change is described across various project multiple documents (Design, M&E plans, work plans, progress reports, etc.)	No

Project Design		
Criteria	Description	Analysis
Complexity	Are there expected to be multiple interactions between different project components? [complicating attribution of causes and identification of effects] How clearly defined are the expected interactions?	Not clear
Agreement	To what extent are different stakeholders holding different views about the project objectives and how they will be achieved? How visible are the views of stakeholders who might be expected to have different views?	It cannot be assessed at this time. Needs to be further explored in the data collection and analysis phase of the evaluation
Information Availability		
Criteria	Description	Analysis
Is a complete set of documents available?	Relative to what could have been expected? E.g. Project proposal, Progress Reports, Evaluations/ impact assessments, Commissioned studies	No
Do baseline measures exist?	<p>If baseline data is not yet available, are there specific plans for when baseline data would be collected and how feasible are these?</p> <p>If baseline data exists in the form of survey data, is the raw data available, or just selected currently relevant items? Is the sampling process clear? Are the survey instruments available?</p> <p>If baseline data is in the form of national or subnational statistics, how disaggregated is the data? Are time-series data available, for pre-project years?</p>	No
Is there data on a control group?	Is it clear how the control group compares to the intervention group? Is the raw data available or just summary statistics? Are the members of the control group identifiable and	No

Project Design		
Criteria	Description	Analysis
	potentially contactable? How frequently has data been collected on the status of the control group?	
Is data being collected for all the indicators?	Is it with sufficient frequency? Is there significant missing data? Are the measures being used reliable i.e. Is measurement error likely to be a problem?	No
Is critical data available?	Are the intended and actual beneficiaries identifiable? Is there a record of who was involved in what project activities and when?	Yes
Is gender-disaggregated data available?	In the baseline? For each of the indicators during project intervention? In the control group? In any mid-term or process review?	Not clear to date
If reviews or evaluations have been carried out...	Are the reports available? Are the authors contactable? Is the raw data available? Is the sampling process clear? Are the survey instruments available?	MTE is available
Do existing M&E systems have the capacity to deliver?	Where data is not yet available, do existing staff and systems have the capacity to do so in the future? Are responsibilities, sources and periodicities defined and appropriate? Is the budget adequate?	No
Institutional Context		

Project Design		
Criteria	Description	Analysis
Practicality: Accessibility to and availability of stakeholders?	Are there physical security risks? Will the weather be a constraint? Are staff and key stakeholders likely to be present or absent on leave or secondment? Can reported availability be relied upon?	The Covid Pandemic has made physical travel to beneficiary BMCs impossible. The volcanic eruption in SVG has compounded this obstacle. The existence of consultants on the ground in Jamaica and Belize will support primary data collection on the projects in the two countries.
Practicality: Resources available to do the evaluation?	Is time available in total and in-country? Timing within the schedule of all other activities? Is funding available for the relevant team and duration? People with the necessary skills available at this point?	Yes, there are the necessary financial resources and skilled evaluation experts available to conduct the evaluation at this time
Practicality: Is the timing right?	Is there an opportunity for an evaluation to have an influence? Has the project accumulated enough implementation experience to enable useful lessons to be extracted? If the evaluation was planned in advance, is the evaluation still relevant?	Yes, however, given that the CDRRF is disbanded, there will need to be strong ownership (by the CDB, CBOs and community stakeholders) of the evaluation results, lessons learned and recommendations to inform future community-based Disaster Risk Reduction projects in the four BMCS
Practicality: Coordination requirements?	How many other donors, government departments, or NGOs need to be or want to be involved? What forms of coordination are possible and/or required?	This evaluation will require the involvement of the implementing partners of the eight sub-projects, the CDB, the target communities, and relevant government entities. This will require collaborative coordination between the evaluation team, the OIE at the CDB and liaisons from the sub-projects.
Practicality: Implementation status of the Sub-projects?	What is the implementation status of the sub-projects? Are the sub-projects at a stage in their program cycle where a final evaluation of results is practical/appropriate? What is the level of funds disbursement to each project? Have they had sufficient implementation time and support to be expected to have achieved significant results?	The implementation status of the sub-projects varies widely from 100% to 8%. It must be understood that the implementation status will directly influence and control the level and quality of evaluation results. Three of the sub projects are below 40% implementation status, which is expected to severely constrict an evaluation of results and contribution to the CDRRF's objectives.
Practicality: COVID Implications?	What are the restrictions to conducting an evaluation due to COVID? Will the quality of the evaluation and findings suffer as a	COVID will restrict the ease and opportunity for in-person, primary data collection in Jamaica, where one evaluation team member is based. The Jamaica-based evaluator will monitor the COVID-

Project Design		
Criteria	Description	Analysis
	result? Is there a way to manage this challenge?	<p>19 situation in country and proceed with field visits to the sub-projects when safe and appropriate.</p> <p>COVID has presented challenges to a second BMC field visit as the evaluation team member based in Trinidad and Tobago faces travel restrictions. The team is exploring the possibility of contracting a local evaluation consultant to conduct field visits and in-person data collection where safe and appropriate.</p> <p>Presently, primary data collection in the other 3 BMCs will be constricted due to travel and mobility restrictions. The evaluation team has proposed an approach to remote data collection to manage this challenge.</p>
Utility: Who wants an evaluation?	Have the primary users been clearly identified? Can they be involved in defining the evaluation? Will they participate in an evaluation process?	<p>Yes, the primary users of this evaluation will be the CDB for learning and accountability purposes as well as the donor governments of Canada and the EU.</p> <p>The CDB is expected to participate in the evaluation via the OIE.</p>
Utility: What do stakeholders want to know?	What evaluation questions are of interest to whom? Are these realistic, given the project design and likely data availability? Can they be prioritised? How do people want to see the results used? Is this realistic?	The CDB provided a list of evaluation questions in terms of reference that will guide the evaluation process and be used as the foundation for the evaluation matrix.
Utility: What sort of evaluation process do stakeholders want?	What designs do stakeholders express interest in? Could these works have given the evaluation questions of interest and likely information availability, and resources available?	The OIE suggested that the evaluation focused on accountability and learning while also assessing the performance and achievement of results. While some information and field accessibility constraints have been noted, the requested evaluation approach is considered feasible and useful.
Utility: What ethical issues exist?	Are they known or knowable? Are they likely to be manageable? What constraints will they impose?	The recent volcanic eruption in SVG poses data collection challenges and ethical issues. In order to manage these issues, it is recommended that in-person primary data collection be cancelled for the target communities in SVG. The team will proceed

Project Design		
Criteria	Description	Analysis
		with remote interviews with key stakeholders identified by the ESU.
Utility: What are the risks?	Will stakeholders be able to manage negative findings? Have previous evaluation experiences prejudiced stakeholders' likely participation?	<p>There are risks that the challenges presented in this inception report cloud the evaluation findings, further natural events and disasters in the target countries preclude in-person primary data collection, and the entirety of data collection will have to be conducted remotely. However, as stated above in tables 3 and 4, the team has prepared a series of mitigating strategies to confront these challenges and produce a quality evaluation.</p> <p>There is a risk of negative findings, however, continued partnership, and conversation with the OIE will allow the team to manage expectations and results.</p>

TABLE 5 EVALUABILITY ASSESSMENT, CHALLENGES IDENTIFIED

Challenges	Notes/Description	Mitigating actions
Emergencies or disasters affecting target communities and project sites	SVG: The recent eruption of La Soufriere presents further limitations that may be insurmountable in the short to medium term. Key stakeholders may be inaccessible for some time, given the evacuation of all 11 target communities and the sensitive nature of the event. No primary data collection will be conducted in SVG for the purposes of this evaluation.	While in-person data collection and site visits were not be feasible for some time, the evaluation team conducted remote interviews with contacts provided by the ESU.
Primary data collection limitations due to COVID	There are significant limitations to primary data collection due to Covid 19, including travel restrictions and nationally mandated lockdowns.	Every effort was made to engage a wide cross-section of stakeholders and beneficiaries in the evaluation process, remote data collection including electronic surveys and virtual meeting platforms. Two local consultants in Belize and Jamaica conducted site visits and primary data collection.
Availability of complete project documentation	While a great deal of documentation has been provided for review to date, key documents are still outstanding. Inception	It is important to recognize the implications of evaluating projects that are still ongoing. The evaluation findings produced will be limited by the information available. The evaluation team will do its

Challenges	Notes/Description	Mitigating actions
	<p>feedback suggests that no project closeout reports have been submitted by any of the 8 sub-projects under review. Further projects have not been officially closed out, and in some cases, TDD have been extended. As such, the status of sub-projects (completed, incomplete, ongoing) is varied. A final statement of the project status will impact the evaluation of 'ongoing' projects at the very least.</p>	<p>best to ensure quality findings from the information available.</p>
<p>Availability of complete project data</p>	<p>As clarified during the inception process, baseline data was not collected for the CDRRF PMF or the sub-project RMFs. As such, the measurability of outcomes presents a challenge. At the output level, information will need to be disaggregated by country/sub-project to obtain a clearer understanding of the project/sub-project performance, as aggregating the number of farmers trained or who have planted drought-resistant crops masks specific outputs achieved by the eight sub-projects.</p>	<p>As a measure to mitigate the effect of this challenge on the evaluation, the team will use a Participatory learning tool (PLAs) - Before and After and targeted questions in stakeholder interviews to establish a retrospective baseline. The evaluation team will also assess the achievement of the intended vs achieved results.</p>
<p>CDRRF Theory of Change articulation</p>	<p>Based on inception feedback, CDRRF's logic was not clearly articulated. While the updated CDRRF PIP (2019) details key operational components, this document was produced in 2019 after at least one sub-project was completely implemented, and seven others were either delayed or being implemented. The extent to which all stakeholders had the same or a similar understanding of the CDRRF (based on the original or updated</p>	<p>In an effort to understand the limitations this may have on the evaluation, the team has integrated knowledge and understanding questions into the stakeholder interview protocol. Stakeholders' comprehension and perspective of the CDRRF intervention logic.</p>

Challenges	Notes/Description	Mitigating actions
	documentation), including donors, disaster management agencies and sub-project focal points, should be further explored during the evaluation process.	
Connectivity and accessibility of project stakeholders	The lack of internet access and limited communication with target communities in the four BMCs is expected to be a challenge.	As an approach to limit the effect of this challenge, the evaluation team will seek to work with project implementing partners to identify and contact beneficiaries with secure communication channels.
Possible Low response to survey instrument	Research shows that Web-based evaluation/assessment surveys response rates tend to be low (on average 30-40 percent), further compounded by other dynamics including culture. Accessibility to a stable affordable internet connection in addition to the overall capacity in the use of applications and technology also contribute to the low response rate. Emailed surveys often ended up in spam or returned due to incorrect email addressee.	As a mitigation approach, the team plans to send out the e-survey in the early stages of data collection and allow responses for two months in order to maximize the number of responses.
CDRRF Management, monitoring, and accountability	CDRRF management, monitoring, and accountability issues, including high staff turnover and the M&E MIS abortion have created challenges for the evaluation such as a loss of historical knowledge and a lack of monitoring data.	To mitigate the effect of these challenges, the team plans to adopt a participatory approach to the evaluation, collaborating with the OIE and including past and current CDRRF and CDB staff, in an effort to rediscover previously 'lost' knowledge.

Evaluation Matrix

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
Relevance				
How and to what extent was the CDRRF appropriate in addressing issues, causes and key CC and DRR development challenges in BMC countries?	1. To what extent were the needs of the stakeholders and BMCs taken into consideration in project design?	<ul style="list-style-type: none"> Evidence of the needs of stakeholders and BMC taken into consideration in project design. 	Document Review Semi-Structured Interviews E-Survey FGD Participatory learning tool (PLAs) - Before and After Direct observation- Field work	Project documents, - Rapid Community Climate Vulnerability Assessments (RVCCA) Semi-Structured Interviews - Key Stakeholders - CDRRF PMU Staff - PSC leaders - Sub-project Managers - CBOs E-survey - Key Stakeholders - PSC members, - Sub-project Staff FGDs and PLAs - Project beneficiaries Community observation
	2. How did the project's design address climate change and DRR adaptation measures and awareness?	<ul style="list-style-type: none"> Evidence of CDRRF alignment with National Disaster Management Strategy and regional policies/plans Evidence of households using conservation agriculture practices 	Document Review Semi-Structured Interviews Direct observation- Field work	Project documents - National Disaster Management Strategy and regional policies/plans Semi-Structured Interviews - Key Stakeholders

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
				<ul style="list-style-type: none"> - CDRRF PMU Staff - Sub-project Managers - ESU - CDB Staff - PSC leaders - National disaster management agencies in BMCs <p>Community observation</p>
	<p>3. To what extent did the design of the CDRRF respond to community contexts and their priority needs for the reduction of disaster risks?</p>	<ul style="list-style-type: none"> ● Evidence of community consultations having informed CDRRF design. ● Level of alignment between CDRRF design and community priorities for DRR ● Level of CDRRF design and alignment with livelihoods-based assessments, Rapid Community Vulnerability Assessments, DRR/CCA KAP studies 	<p>Document Review</p> <p>Semi-Structured Interviews</p> <p>E-survey</p> <p>Participatory learning tool (PLAs) - Before and After</p>	<p>Project documents</p> <ul style="list-style-type: none"> - RCCVA - Livelihoods assessment - KAP Studies <p>Semi-Structured Interviews Key Stakeholders –</p> <ul style="list-style-type: none"> - Original CDRRF design team, - CDRRF PMU - PSC Leaders, - Sub-project Managers - National disaster management agencies in BMCs - CBOs <p>E-survey - Key Stakeholders</p> <ul style="list-style-type: none"> - PSC - Sub-project staff

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
				PLAs - Project beneficiaries
	4. Given the CDB's DRR objectives as expressed in its Disaster Management Strategy and Operational Guidelines and the approved Board Paper and Corrigendum for the CDRRF, to what extent did the project design respond to their intended purpose?	<ul style="list-style-type: none"> Evidence of alignment between CDRRF design and the CDB's Disaster Management Strategy and Operational Guidelines and Board Paper and Corrigendum for the CDRRF 	Document Review	Project documents - CDRRF Board paper - Corrigendum for the CDRRF - CDB's Disaster Management Strategy - CDB Operational Guidelines
	5. Did the Projects' Performance Measurement Frameworks accurately reflect the objective and intended outcomes of the Fund (CDRRF PMF)?	<ul style="list-style-type: none"> Evidence of alignment between project level PMFs and the objectives/intended outcomes of the fund (CDRRF PMF) Sub-Project management team perceptions of project level's PMF alignment with /reflection of Fund objectives/ intended outcomes 	Document Review - Semi-Structured Interviews	Project documents - Sub-project PMFs - CDRRF PMF Semi-Structured Interviews - Key Stakeholders - CDRRF PMU - Sub-project Managers

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
	6. Was the Fund's ultimate outcome clear to stakeholders?	<ul style="list-style-type: none"> Stakeholders understanding of the ultimate outcome of the Fund 	Semi-Structured Interviews E-survey	Semi-Structured Interviews - Key Stakeholders <ul style="list-style-type: none"> ESU CDB Sub-project Managers PSC leaders Donors Regional entities (CDEMA, CARICOM, CCCCC) CBOs National disaster management agencies in BMCs E-survey - Key Stakeholders <ul style="list-style-type: none"> PSC Sub-project staff PTRC TFSC
Coherence				
To what extent did the CDRRF influence and support the efforts of other CC projects, nationally or regionally and promote gender equity with the aim of leaving no one behind?	1. To what extent was the CDRRF consistent and aligned with the priorities of: <ol style="list-style-type: none"> national disaster management agencies; community-based organisations; and 	<ul style="list-style-type: none"> Evidence of alignment of CDRRF with the priorities, strategies, policies and plans of: <ol style="list-style-type: none"> national disaster management agencies; community-based organisations; and 	Document Review Semi-Structured Interviews	Project documents, <ul style="list-style-type: none"> National disaster management agencies' priorities, strategies, policies, and plans CBOs' priorities, strategies, policies, and plans

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
	<p>(3) other regional entities, including CARICOM and CDEMA?</p>	<p>(3) other regional entities, including CDEMA</p> <ul style="list-style-type: none"> Stakeholder perceptions of CDRRF alignment with the priorities, strategies, policies and plans of: <p>(1) national disaster management agencies;</p> <p>(2) community-based organisations; and</p> <p>(3) other regional entities, including CDEMA</p>		<ul style="list-style-type: none"> Regional entities' priorities, strategies, policies, and plans <p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> CDRRF PMU CBOs (key spokespersons) Regional entities (CDEMA) PSC Leaders ESU CDB National disaster management agencies in BMCs <p>E-survey - Key Stakeholders</p> <ul style="list-style-type: none"> PSC TFSC PTRC
	<p>2. How well did the project fit and forge synergies with similar CDB implemented projects or programmes? Similar donor funded projects based in the four BMCs?</p>	<ul style="list-style-type: none"> Evidence of alignment and synergies of CDRRF with other, similar CDB projects Evidence of alignment and synergies of CDRRF with other, similar donor-funded projects 	<p>Document Review</p> <p>Semi-Structured Interviews</p>	<p>Relevant similar project documents</p> <p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> CDRRF PMU ESU CDB Donors PSC leaders

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
	3. Was consideration given to executing the CDRRF through alternative or already existing programmes or implementation mechanisms? Should it have been?	<ul style="list-style-type: none"> Evidence of consideration of alternative project implementation approaches Perceptions of stakeholders at the project management level of alternative implementation considerations 	<p>Document Review</p> <p>Semi-Structured Interviews</p>	<p>Project documents,</p> <p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> CDRRF PMU CDB ESU
Effectiveness				
In which ways did the CDRRF contribute to addressing DRR; CC and livelihood issues whilst improving environmental resilience and DRR capacities	1. Did the CDRRF produce the intended results in the short and medium? If so, for whom, to what extent and in what circumstances?	<ul style="list-style-type: none"> Evidence of achievement of the intended vs achieved results. Evidence of achievement or progress towards of the ultimate, intermediate, and intermediate level outcomes 	<p>Document Review</p> <p>Semi-Structured Interviews</p>	<p>Project documents,</p> <p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> CDRRF PMU CDB Regional Entities
	2. Were the results sufficient to make a difference at the community, national, or regional level? Were they of a pilot nature, which may suggest how to appropriately scale up in future?	<ul style="list-style-type: none"> Stakeholder perceptions of project results and their impact (community level) Stakeholder perceptions of fund results and their impact (regional and national level) 	<p>Semi-Structured Interviews</p> <p>E-Survey</p> <p>FGD</p> <p>Direct observations</p> <p>Stories from the field</p>	<p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> CDRRF PMU PSC leader Sub-project managers CBOs

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
				<ul style="list-style-type: none"> - National disaster management agencies in BMCs E-survey - Key Stakeholders - PSC members - Sub-project staff FGD - Project beneficiaries
	<p>3. What unintended results – positive and negative – did the CDRRF produce? How did these occur?</p>	<ul style="list-style-type: none"> ● Stakeholder perceptions/testimony of unintended results ● Evidence of unintended results produced by CDRRF 	<p>Semi-Structured Interviews</p> <p>E-Survey</p> <p>FGD</p> <p>SWOT</p>	<p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> - CDRRF PMU - PSC leader - Sub-project managers - CBOs - Regional Entities - National disaster management agencies in BMCs <p>E-survey - Key Stakeholders</p> <ul style="list-style-type: none"> - PSC members - Sub-project staff <p>FGD</p> <ul style="list-style-type: none"> - Project beneficiaries
	<p>4. What were the barriers and enablers that made the difference between successful</p>	<ul style="list-style-type: none"> ● Stakeholder perceptions/testimony of the barriers and enablers 	<p>Document Review</p>	<p>Project reports</p>

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
	and disappointing CDRRF implementation and results?	<p>to CDRRF implementation and results</p> <ul style="list-style-type: none"> ● Evidence of barriers and enablers to CDRRF implementation and results 	<p>Semi-Structured Interviews SWOT</p>	<p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> - CDRRF PMU - PSC leader - Sub-project managers - CDB - CBOs
	<p>5. To what extent and in what ways was the emphasis placed on the promotion of gender equity, protection of gender equity, protection of vulnerable groups and social inclusion in its design and during its implementation?</p> <p>a. How well did sub-projects incorporate gender equality considerations, with what results, and how well did CDB support this effort?</p>	<ul style="list-style-type: none"> ● Evidence of intersectionality considerations incorporated into sub-projects. ● Stakeholder perceptions/testimony of emphasis placed on the promotion of gender equity, protection of vulnerable groups and social inclusion ● Evidence of gender equity and protection criteria in sub-project selection process/criteria 	<p>Document Review</p> <p>Semi-Structured Interviews</p>	<p>Project documents,</p> <ul style="list-style-type: none"> - Sub-project reports and PMF - PTRC approval documents <p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> - CDRRF PMU - PSC leaders - Sub-project managers - ESU – Gender staff - CBOs - CDB-Gender officer <p>E-survey - Key Stakeholders</p> <ul style="list-style-type: none"> - PSC members - PTRC - Sub-project staff

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
	<p>6. How effective was the involvement of government entities and other stakeholders in the implementation process? Was the involvement suitable?</p>	<ul style="list-style-type: none"> ● Stakeholder perceptions of the effectiveness (suitability/appropriateness) of government involvement ● Evidence of effective government and stakeholder involvement 	Semi-Structured Interviews	<p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> - CDRRF PMU - PSC leaders - Sub-project managers - Regional Entities - CBOs - National disaster management agencies in BMCs
Efficiency				
<p>To what extent did CDRRF implementation and management represent the best possible use of available resources to achieve results of the greatest possible value to BMCs and their beneficiary communities? (Value for money.)</p>	<p>1. To what extent did project management arrangements enable or hinder implementation? Would another structure have enabled better results? Were the project management processes the best suited for community-based sub-projects? Are there lessons to be learned regarding management arrangements for future trust fund arrangements executed by CDB?</p>	<ul style="list-style-type: none"> ● Stakeholder perceptions of project management processes/practices influence on implementation. ● Evidence of financial management controls/practices ● Adequacy and capacity of CDRRF PMU to manage the program effectively. ● Compliance of the PMU with systems for procurement, financial management, M&E ● Capacity of sub project partners to comply with 	<p>Semi-Structured Interviews</p> <p>E-survey</p>	<p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> - CDRRF PMU - PSC leaders - Sub-project managers - CBOs <p>E-survey - Key Stakeholders</p> <ul style="list-style-type: none"> - PSC members - Sub-project staff

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
		<p>project management procedures.</p> <ul style="list-style-type: none"> • Adequacy of reporting and accountability systems at each level of the project including between the PMU, PMT, PMU, TFSC and PSC 		
	<p>2. Were there better ways of achieving the results at less cost or in less time?</p>	<ul style="list-style-type: none"> • MTE recommendations to improve results or program management. • Stakeholder perceptions of time and monetary cost-efficiency 	<p>Document Review Semi-Structured Interviews</p>	<p>Project documents, Semi-Structured Interviews - Key Stakeholders - CDRRF PMU - PSC leaders - Sub-project managers E-survey - Key Stakeholders - PSC members - Sub-project staff</p>
	<p>3. Were the outputs achieved in a timely manner? Why not?</p>	<ul style="list-style-type: none"> • % of outputs achieved in accordance with the project schedule • Project management team perceptions of output achievement timeliness 	<p>Document Review Semi-Structured Interviews</p>	<p>Project documents – project reports, timeline assessment Semi-Structured Interviews - Key Stakeholders - CDRRF PMU - Sub-project managers</p>
	<p>4. Were the findings of the mid-term evaluation taken into account to improve implementation?</p>	<ul style="list-style-type: none"> • Evidence that the MTE recommendations were taken into account to improve implementation. 	<p>Document Review Semi-Structured Interviews</p>	<p>Project documents, Semi-Structured Interviews - Key Stakeholders</p>

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
		<ul style="list-style-type: none"> Stakeholder perceptions on the incorporation of MTE recommendations 		<ul style="list-style-type: none"> CDRRF PMU Sub-project managers
	5. Were there thorough, well-founded work plans being implemented according to plan, monitored, and adapted as necessary?	<ul style="list-style-type: none"> Evidence of work plans prepared and implemented. Evidence of risk mitigation Evidence of timely decision making. Evidence of monitoring plans prepared and implemented 	<p>Document Review</p> <p>Semi-Structured Interviews</p>	<p>Project documents - M&E reports, workplans</p> <p>Key Stakeholders</p> <p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> CDRRF PMU Sub-project managers
	6. To what extent has coordination/communication been effective within and between the implementation team, partners and participants, and donors? To what extent did the Trust Fund Steering Committee and Technical Review Committee provide the expected support to project implementation?	<ul style="list-style-type: none"> Stakeholder perceptions of coordination/communication effectiveness between the implementation team, partners and participants, and donors Evidence of systems of performance management/accountability 	<p>Document Review</p> <p>Semi-Structured Interviews</p>	<p>Project documents,</p> <p>Semi-Structured Interviews - Key Stakeholders</p> <ul style="list-style-type: none"> CDRRF PMU Sub-project managers CBOs PSC leaders ESU CBD Regional entities National disaster management agencies Donors <p>E-survey - Key Stakeholders</p> <ul style="list-style-type: none"> PSC members Sub-project staff TFSC

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
				- Donors
Sustainability				
How are the benefits arising from CDRRF expected to be sustained, scaled up and or replicated?	1. Are any positive results likely to be sustained? In what circumstances?	<ul style="list-style-type: none"> Stakeholder perceptions of community ownership of the project and its results Evidence of project success 	Semi-Structured Interviews FGD Direct observation (field work)	Semi-Structured Interviews - Key Stakeholders - CDRRF PMU - Sub-project managers - PSC leaders
	2. Were suitable strategies for sustainability developed and implemented?	<ul style="list-style-type: none"> Evidence of sustainability planning/strategies developed. # of sub-projects with an exit strategy 	Document Review	Project documents,
	3. Were any partnerships developed that are likely to sustain and/or consolidate results in the long term?	<ul style="list-style-type: none"> # and type of partnership developed Stakeholder perception of relationship sustainability Extent to which the partnerships developed are likely to facilitate the sustainability of achievements. 	Document Review Semi-Structured Interviews	Project documents, Semi-Structured Interviews - Key Stakeholders - CDRRF PMU - Sub-project managers - PSC leaders - CBOs - Regional entities - National disaster management agencies
	4. Has the new knowledge gained been institutionalized	<ul style="list-style-type: none"> Evidence that knowledge gained through or with the support of CDRRF was institutionalised in 	Document Review Semi-Structured Interviews	Project documents Semi-Structured Interviews - Key Stakeholders

Key Questions	Sub Questions	Indicators	Collection Method	Data Source
	in government entities or CBOs?	governments or CBOs.		<ul style="list-style-type: none"> - CDRRF PMU - Sub-project managers - CBOs - National disaster management agencies
	5. Is there evidence that steps were taken by the project to ensure the desired long-term positive impacts of the project?	<ul style="list-style-type: none"> • Evidence of sustainability planning integrated into project implementation. 	<p>Document Review</p> <p>Semi-Structured Interviews</p>	<p>Project documents</p> <p>Semi-Structured Interviews</p> <ul style="list-style-type: none"> - Key Stakeholders - CDRRF PMU - Sub-project managers
	6. Are there lessons for replicability and scale-up of community DRR initiatives? Were there innovations in sub-projects that provide useful learning, including in climate action, RE/EE, and awareness?	<ul style="list-style-type: none"> • Stakeholder perception/testimony of lessons for replicability and innovation • Evidence of knowledge products, ongoing capacity building • Evidence of new and/or ongoing DRR/CCA projects at community or national level 	Semi-Structured Interviews	<p>Semi-Structured Interviews</p> <ul style="list-style-type: none"> - Key Stakeholders - CDRRF PMU - Donors - CDB - ESU - Sub-project managers - Regional entities - National disaster management agencies - PSC leaders - CBOs <p>E-Survey – Key Stakeholders</p> <ul style="list-style-type: none"> - TFSC - PSC members

Stakeholders Consulted

Stakeholder (Surname, First name)	Title & Affiliation	Method of Engagement
CDB		
La Bennett, Monica	Vice President (Operations), CDB TFSC (2017, 2018, 2019)	E-survey
Saunders, Paul	Consultant Operations Officer, Environmental Sustainability Unit, CDB TFSC (2015, 2016, 2017, 2018, 2019) PTRC (2015, 2016)	Semi-Structured Interview
CDRRF STAFF		
Branker-Greene, Susan	Former M&E Consultant TFSC (2019)	Semi-structured interview
Walling, Leslie	Former Project Manager - CDRRF, CDB TFSC (2013, 2014) PTRC (2013, 2015)	Semi-structured interview
James, Claudia	Project Manager - CDRRF, CDB TFSC (2016, 2017, 2018, 2019) PTRC (2016)	Semi-structured interview
Aiken, Richardo	Community Development Specialist - CDRRF, CDB TFSC (2017, 2018, 2019)	Semi-structured interview
Licorish, Celia	Administrative Assistant, CDRRF, CDB TFSC (2014, 2015, 2016, 2017, 2018, 2019) PTRC (2013, 2015, 2016)	Semi-structured interview
Hart, Antonia	Small Works Engineer, CDRRF, CDB TFSC (2017)	Semi-structured interview
Mclymont Lafayette, Indi	Knowledge Management and Public Education (KM/PE), Consultant TFSC (2019)	Semi-structured interview
DONORS		
Straub, Matthew	First Secretary, Global Affairs Canada (GAC), Alternate Director to the Caribbean Development Bank (CDB) TFSC (2017, 2018, 2019)	Semi-Structured Interview
Palmer, Jane	First Secretary (Development), GAC TFSC (2017, 2018)	Semi-Structured Interview
Hutchinson, Natalie	DFATD/GAC, Barbados TFSC (2013, 2016)	E-survey
Watson, Gina	Deputy Director, Caribbean Regional Programme, GAC TFSC (2017)	E-survey
Potvin, Catherine	Senior Development Officer, Caribbean Development Program, Department of Foreign Affairs, Trade and Development (DFATD), TFSC (2013, 2014) PTRC (2015)	E-survey
Mostovac, Mark	Counsellor (Development) and Head of Cooperation for the OECS and Deputy Director, Operations, DFATD TFSC (2014)	E-survey
Ledroit, Pascal	Project Officer, Development Cooperation, Green Economy and Resilience, European Union Delegation to Barbados, the Eastern Caribbean States, the Organisation of Eastern Caribbean States (OECS) and CARICOM/CARIFORUM States TFSC (2017, 2018)	Semi-Structured Interview
Waterman, Leighton	Senior Programme Officer, Disaster Risk Reduction, Department for International Development TFSC (2017)	E-survey
REGIONAL ENTITIES		

Stakeholder (Surname, First name)	Title & Affiliation	Method of Engagement
Jackson, Ronald	Executive Director, Caribbean Disaster Emergency Management Agency PTRC (2015, 2016)	Semi-Structured Interview
Mullin, Philmore	Director, National Office of Disaster Services (NODS), Antigua PTRC (2013, 2015, 2016)	E-survey
Nichols, Keith	Senior Project Development Officer, Caribbean Community Climate Change Centre (CCCCC) PTRC (2013, 2015, 2016)	Semi-Structured Interview
Riley, Elizabeth	Executive Director (Acting), CDEMA	Semi-Structured Interview
PROJECT IMPLEMENTORS		
SVG		
Alexander, Kemron	Soufriere Monitoring Unit	E-survey
James, Dora	Director General, Red Cross, SVG	E-survey
Johnson, Monique	Project Manager, UWI-SRC	Semi-Structured Interview
Laidlow, Jerwayne	Radio Communications Officer, NEMO	E-survey
Yearwood, St Clair	Chief Operating Officer, Volcano Ready Community Project, SVG	E-survey
Prof. Robertson, Richard	Director, UWI Seismic Research Center	Semi-Structured Interview
Young, Roger	Community Development Division, SVG	Semi-Structured Interview
BVI		
Adolphus, Jacob	Adventist Disaster Relief Agency (ADRA), BVI	Semi-Structured Interview
Armstrong, Sheniah	Project Manager, DDM BVI	Semi-Structured Interview
Creque, Kristi	PMT Data Management Officer (DMO), BVI	Semi-Structured Interview
DaBreo-Lettsome, Sharleen	Former Director, Department of Disaster Management, BVI	Semi-Structured Interview
Dr. Potter, Marcia	Permanent Secretary Ministry of Education, BVI	Semi-Structured Interview
Geluk, Ryan	PSC Chairman, Rotary, BVI	Semi-Structured Interview
Joseph, Alecia	PMT SEO, BVI	Semi-Structured Interview
Zaluski, Susan	Jost Van Dyke Preservation Society, BVI	E-Survey
McMaster, Anthony	Ministry of Communication and Works, BVI	E-Survey
Adams, Greg	Department of Town and Country Planning, BVI	E-Survey
Belize		

Stakeholder (Surname, First name)	Title & Affiliation	Method of Engagement
Bolon, Lawrence	District Association Village Council (DAVCO) and Vice-chair of PSC, HPPB	E-survey
Gordon, Ronald	Meteorology Department, National Meteorological Service of Belize	E-survey
Jensen, Susanne	Country Director, HPPB	Semi-Structured Interview
Lino, Floyd	(Former) Ministry of Education Representative, Belize	Semi-Structured Interview
Muschamp, Elizabeth	Project Manager, HPPB	Semi-Structured Interview
Parham, Kenton	District Coordinator, National Emergency Management Organization Belize	Semi-Structured Interview
Requenna, Mario	Community Outreach Officer, HPPB	Semi-Structured Interview
Tush, Justaquio	Ministry of Agriculture, HPPB	E-Survey
Jamaica		
Jeffery Town		
Allen, Camry	Community Mobiliser	Semi-Structured Interview
Archer, Stanley	Past Director JTFA	Semi-Structured Interview
Barrett, Howard	Engineering Consultant, JTFA	Semi-Structured Interview
Brown, Albert	St. Mary Health Department, PSC Vice-Chairman JTFA	E-Survey
Burke, Johnathan	Project Manager, JTFA	Semi-Structured Interview
Clarke, Peter	Deputy Managing Director, Water Resource Authority	E-survey
Costley, Harrington	Managing Director, Costley Construction, JTFA	Semi-Structured Interview
Foster, Joseph	General Manager, ISRATECH, JTFA	Semi-Structured Interview
Gordon, Ivy	JTFA Secretary	Semi-Structured Interview
Gordon, Wordsworth	JTFA Chairman	Semi-Structured Interview
Jankie, Yolande	PSC: Parish Disaster Coordinator, St. Mary Municipal Corporation (SMMC)	Semi-Structured Interview
Mc Lean, Natoya	Data Management Officer, JTFA	Semi-Structured Interview
Paddyfoot, June	Water Committee/ PSC Member	Semi-Structured Interview
Richards, Nellie	Project Manager, Jeffery Town	Semi-Structured Interview

Stakeholder (Surname, First name)	Title & Affiliation	Method of Engagement
Rose, Kevin	Administrative Assistant, Jeffery Town	Semi-Structured Interview
Sinclair, Desmond	PSC Chairman, JTFA	Semi-Structured Interview
Stewart, Osbourne	Clerk of Works	Semi-Structured Interview
Trinityville		
Boucher, Meadows	Beneficiary	Focus group
Brown, Cytton	Beneficiary	Focus group
Brown, Sonia	Beneficiary	Focus group
Buchannon, Joan	Beneficiary	Focus group
Cover, Terrence	Beneficiary	Focus group
Downe, Cyrus	Beneficiary	Focus group
Francis, Sophia Davis	LIFE	Focus group
Gilling, Leighton	Beneficiary	Focus group
Granam, Billy	Beneficiary	Focus group
Grossett, Tameika	Beneficiary	Focus group
Hall, Icilda	Beneficiary	Focus group
Hilling, Charles	Beneficiary	Focus group
Jacques, Earl	Beneficiary	Focus group
Kelly, Lunette	Beneficiary	Focus group
Lawrence, Velva	Project Manager	Semi-Structured interview
Lawson, Lucille	Beneficiary	Focus group
Leach, Robert	Chair TADCBS	Focus group
Lewis, Yannick	LIFE	Focus group
McCalla, Darlene	Beneficiary	Focus group
McPherson, Sharmaine	Beneficiary	Focus group

Stakeholder (Surname, First name)	Title & Affiliation	Method of Engagement
Medley, Martina	Parish Coordinator - Disaster Preparedness	E-Survey
Nutte, Clifton	Beneficiary	Focus group
Palmer, Cherrill	Beneficiary	Focus group
Peart-Roberts, Lorian	Social Development Commission, TADCBS	E-survey
Phillips, Soloman	Beneficiary	Focus group
Richards, Audrey	Beneficiary	Focus group
Sawyers, Horace	Beneficiary	Focus group
Thompson, Andrene	Beneficiary	Focus group
Young, Onette	Beneficiary	Focus group
Peckham and Surrounding Communities, Clarendon		
Barrett, Paul	Aquaponics Technical Specialist	Semi-structured interview
Brimm, Charmaine	Technical Specialist: Socio-Economic Development, Planning Institute of Jamaica (PIOJ)	Semi-structured interview
Brown, Nadine	Planning Institute of Jamaica, Manager Sustainable Development and Regional Planning Division	E-Survey
Carty, Andrew	Project Extension Officer, EHF	Semi-structured interview
Coobs, Eleanor	Clarendon Municipal Corporation, EHF	E-Survey
Forbes-Edwards, Faradaine	Projects Manager: EHF	Semi-structured interview
Gabbidon, Lebert	Land Husbandry Officer	Semi-structured interview
Gilbert, Shamarrah	Social Development Commission	Semi-structured interview
Killingbeck, Charles	Parish Manager JAS	Semi-structured interview
McKenzie, Baldwin	Social Development Commission (SDC), EHF	E-Survey
Simpson, Ruth	Agricultural Consultant, EHF	Semi-structured interview
Thompson, Royon	Social Development Commission - Community Development Officer	E-Survey
Watson, Gabrielle-Jae	Coordinator, NEPA- Ecosystem Management Branch	E-Survey

Stakeholder (Surname, First name)	Title & Affiliation	Method of Engagement
Llandewey / Ramble		
Bennett, Donovan	Youth Representative, Llandewey/Ramble Community Development Committee Benevolent Society Executive Committee	E-Survey
Bennett, Sharon	Treasurer	Semi-structured interview
Brown-Marriott, Sandria	Data Management Officer, Llandewey/Ramble	E-Survey
Bryce-Box, Pamela	President, LRCDCBS	Semi-structured interview
Carruther, Adaisa	Administration Officer, LREDMIP	E-survey
Crosdale-Edwards, N'Keisha	Secretary, Llandewey/Ramble Community Development Committee Benevolent Society Executive Committee	E-survey
Crossett, Taneika	Social Development Commission	Semi-structured interview
Griffith, Paul	Project Manager, LRCDCBS	Semi-Structured Interview
McCalla, Darlene	Social Development Commission / Community Development Officer	Semi-structured interview
Ogilvie, Horace	Public Relations Officer (PRO)	Semi-structured interview
Palmer, Andre	Project Accountant	E-Survey
Shephard, Holand	Assistant PRO	Semi-structured interview
Whitton, Daneisha	Assistant Secretary	Semi-structured interview
Williams, Valerie	Assistant Treasurer, Llandewey/Ramble Community Development Committee Benevolent Society Executive Committee	E-Survey
Westmoreland		
Allen, Shadae	Project manager, CARTS Project Westmoreland Municipal Corporation	Semi-Structured Interview
Alton, Gayle	Western Supreme Oysters and More (WSO)	Focus group
Blake-Jackson, Marcine	Chief Financial Officer (C.F.O), Westmoreland Municipal Corporation	Semi-Structured Interview
Campbell, Denton	Western Supreme Oysters and More (WSO)	Focus Group
Cunningham Daley, Heather	Budget & Regulatory Officer, Westmoreland Municipal Corporation	Semi-Structured Interview
Hudson, Milton	Western Supreme Oysters and More (WSO)	Focus group
Issacs, Ashlee	Administrative Assistant, CARTS Project Westmoreland Municipal Corporation	Semi-Structured Interview
Jones, Abigail	Data Management Officer, CARTS Project Westmoreland Municipal Corporation	Semi-Structured Interview
Oneil Russell	Community Leader, New Market Oval	E-Survey
Parchment, Clayton	Vice President Chair BCAG, Llandilo Citizens' Association	E-Survey
Pinnock, Sherwin	Western Supreme Oysters and More (WSO)	Focus Group
Reid, Antonio	Western Supreme Oysters and More (WSO)	Focus Group

Stakeholder (Surname, First name)	Title & Affiliation	Method of Engagement
Samuels, Demetrius	Western Supreme Oysters and More (WSO)	Focus Group
Tate, Hilma	Parish Coordinator, Disaster Preparedness, Westmoreland Municipal Corporation	E-Survey
White, Alfred	Western Supreme Oysters and More (WSO)	Focus Group
Whitley, Grace	Director of Planning, Westmoreland Municipal Corporation	Semi-Structured Interview
Beneficiaries		
Community Members		
Donaldson, Wayne	Citrus Farmer,	Semi-Structured Interview
Primrose Spencer	Chairperson, Wallingford Primary school, JTFA	Semi-Structured Interview
Ainsworth Forsythe	Vice- Chair, Wallingford Primary school, Jeffery town	Semi-Structured Interview
McLaren, Carlton	Replication plot, Jeffery Town	Semi-Structured Interview
Redwood, Jim	Replication plot, Jeffery Town	Semi-Structured Interview
Williamson, Harold	Replication plot, Jeffery Town	Semi-Structured Interview
Hurlock, Hyacinth	Replication plot, Jeffery Town	Semi-Structured Interview
Gordon, Larriston	Replication plot Top Road	Semi-Structured Interview
Brown, Leroy	Replication plot, Wallingford	Semi-Structured Interview
Townsend, Hilda	Water Committee Replication plot Carter Mountain	Semi-Structured Interview
Tummings, Camille	Treasurer: Water Committee Barker	Semi-Structured Interview
Morgan, Nichola	Vice Chair: Water Committee Barker	Semi-Structured Interview
Marsh, Roger	Maintenance: Water Committee Barker	Semi-Structured Interview
Kennedy, Clive	Water Committee Barker	Semi-Structured Interview
Dacosta, Phillip	Water Committee Carter Mountain	Semi-Structured Interview
Roberts, Maxwell	Water Committee Carter Mountain	Semi-Structured Interview
Williams, Ewart	Decoy	Focus Group
Duffus, Karlene	Decoy	Focus Group

Stakeholder (Surname, First name)	Title & Affiliation	Method of Engagement
Adrade, Donald	Decoy	Focus Group
Allen, Camry	Decoy	Focus Group
Brown, Leroy	Wallingford	Focus Group
Davis, Mellisa	Top Road	Focus Group
Davis, Nickeshia	Top Road	Focus Group
Derrett, Donaille	Top Road	Focus Group
Sinclair, Hazel	Top Road	Focus Group
Lowe, Shalamar	Jeffrey Town	Focus Group
Malcolm, Anthony	Jeffrey Town	Focus Group
Hoclett, Derrick	Jeffrey Town	Focus Group
Hoclett, Norolea	Jeffrey Town	Focus Group
Riley, Claudette	Jeffrey Town	Focus Group
Williams, Carl	Jeffrey Town	Focus Group
Ellis, J.	Jeffrey Town	Focus Group
Williams, Ne.	Jeffrey Town	Focus Group
Spencer, Lisa	Jeffrey Town	Focus Group
Womas, Angio		Focus Group
Stephens, Doreen	Waterford	Focus Group
Farmers Group Members		
Ack, Andrea	Farmers Club Members, Belize	Semi-Structured Interview
Alas, Luis Enrique	Farmers Club Members, Belize	Semi-Structured Interview
Alfred Hayles	Sanguinetti Farmer's Association	Focus Group
Alicia Lewin	Sanguinetti Farmer's Association	Focus Group
Anderson, Andria	Sanguinetti Women's Group	Focus Group
Bernard, Edoi	Sanguinetti Women's Group	Focus Group
D.Bryson	Sanguinetti Farmer's Association	Focus Group

Stakeholder (Surname, First name)	Title & Affiliation	Method of Engagement
Denis Plummer	Sanguinetti Farmer's Association	Focus Group
Dixon, Bridget Daley	Sanguinetti Women's Group, Chair of Women's group and President Farmers' Group	Focus Group
Doyley, Kelisha	Sanguinetti Women's Group	Focus Group
Freckleton, Herbert	President/ Top Alston JAS Group	Semi-Structured Interview
Freckleton, Jacqueline	Sanguinetti Farmer's Association	Focus Group
Green, Latoya	Secretary/Peckham JAS Farmer's Group	Focus Group
Israel, Anderson	Grantham JAS group	Focus Group
Johnson, Judina	Secretary/Tweedside JAS Group	Focus Group
Klilson, Hopeton	Sanguinetti Farmer's Association	Focus Group
Lewis, Euclin	Tweedside JAS Group	Focus Group
Marshall, Linton	Sanguinetti Farmer's Association	Focus Group
McLeod, Howard	Tweedside JAS Group	Focus Group
Mucia, Emmanuel	Farmers Club Members, Belize	Semi-Structured Interview
Murrey, Lorraine	Sanguinetti Women's Group	Focus Group
Peck, Adela	Farmers Club Members, Belize	Semi-Structured Interview
Plummer, Novelette	Sanguinetti Farmer's Association	Focus Group
Ramasingh, Marcia	Sanguinetti Women's Group	Focus Group
Reid, Patsy	Top Alston JAS Group	Focus Group
Richards, Timothy	Sanguinetti Farmer's Association	Focus Group
Ricketts, Adassa Cole	Sanguinetti Women's Group	Focus Group
Santos, Kamara	Sanguinetti Women's Group	Focus Group
Sharon Freckleton	Top Alston JAS Group	Focus Group
Simpson, Leroy	Sanguinetti Farmer's Association	Focus Group
Simpson, Tamaka	Sanguinetti Women's Group	Focus Group
Stewart, Robert	Top Alston JAS Group	Focus Group

Stakeholder (Surname, First name)	Title & Affiliation	Method of Engagement
Swazey, Joyce	Top Alston JAS Group	Focus Group
Taylor, Olga	Tweedside JAS Group	Focus Group
White, Jeanette	Top Alston JAS Group	Focus Group
Wignall, Lasele	Sanguinetti Farmer's Association	Focus Group
York, Eugalen	Sanguinetti Farmer's Association	Focus Group

Data Collection Tools and Coverage

Evaluation Question	R1	R2	R3	R4	R5	R6	C1	C2	C3	Effecti ve 1	Effecti ve 2	Effecti ve 3	Effecti ve 4	Effecti ve 5	Effecti ve 6	Efficien t1	Efficien t2	Efficien t3	Efficien t4	Efficien t5	Efficien t6	S1	S2	S3	S4	S5	S6
CDRRF PMU	INT	INT	INT		INT		INT	INT	INT	INT	INT	INT	INT	INT	INT	INT	INT	INT	INT	INT	INT	INT		INT	INT	INT	INT
ESU		INT				INT	INT	INT	INT					INT								INT					INT
CDB		INT				INT	INT	INT	INT	INT			INT	INT								INT					INT
PSC Leaders	INT	INT	INT			INT	INT	INT			INT	INT	INT	INT	INT	INT	INT					INT	INT		INT		INT
PSC members	E-SURVE		E-SURVE			E-SURVE	E-SURVE				E-SURVE	E-SURVE		E-SURVE		E-SURVE	E-SURVE					E-SURVE					E-SURVE
TFSC						E-SURVE	E-SURVE															E-SURVE					E-SURVE
PTRC						E-SURVE	E-SURVE							E-SURVE													
Donors						INT		INT														INT					INT
Sub-project managers	INT	INT	INT		INT	INT					INT	INT	INT	INT	INT	INT	INT	INT	INT	INT	INT	INT	INT		INT	INT	INT
Sub-project staff	E-SURVE		E-SURVE			E-SURVE					E-SURVE	E-SURVE		E-SURVE		E-SURVE	E-SURVE					E-SURVE					
Dept DM in BMCs		INT	INT			INT	INT				INT	INT			INT							INT			INT	INT	INT
CBOs	INT		INT			INT	INT				INT	INT	INT	INT	INT	INT						INT			INT	INT	INT
Community	FGD & PLA	Direct observe	PLA								FGD	FGD															
Regional Entities						INT	INT			INT		INT			INT							INT			INT		INT

Sample Interview Questions and Protocol

Introduction

Le Groupe-conseil Baastel, a Canadian-owned international development consulting firm, has been contracted by the Caribbean Development Bank Office of Independent Evaluation to conduct a final evaluation of the Caribbean Disaster Risk Reduction Fund (CDRRF) and its eight sub-projects. The CDRRF funds community-driven disaster risk reduction (DRR) or climate change adaptation (CCA) projects in the region to enhance communities' livelihoods, resilience, and sustainability. Financial resources and support for the fund have been provided by the Government of Canada (through Department of Foreign Affairs, Trade and Development, referred to as Global Affairs Canada) and the European Union (under the African Caribbean Pacific - European Union - Caribbean Development Bank (ACP - EU - CBD) natural disaster risk management in CARIFORUM countries).

In order to support community-driven projects to build resilience and strengthen adaptive capacity, CDRRF provides financing to community-based organizations and non-governmental organizations in the 17 BMCs.

The overall objectives of this evaluation are to assess:

- (a) the relevance, coherence, efficiency, and effectiveness of the CDRRF,
- (b) results in relation to CDRRF objectives,
- (c) potential for sustainability among sub-project communities,
- (d) and document lessons learned.

All information provided will be kept confidential; this includes individual and group responses. The evaluation team will share only generalized findings and anonymous comments, meaning no name or title will be disclosed in association with the information given. The information and data collected from these interviews will be placed in a pool where no association can be made with the person interviewed. If permission is given for auditory or video recording, the recording will be destroyed after written notes have been validated. No party outside of the evaluation team will have access to the recordings at any time.

At any time, the interviewee may abstain from responding to a question or seek clarification prior to responding. Before we begin, do you have any questions about the evaluation or the preservation of your confidentiality?

Do we have your permission to proceed with the interview? Do we have your permission to record (audio or video) the interview to validate our written notes?

Target Group: CDRRF Management

1. Please describe how you became involved with the sub-project and CDRRF? What was your role? When did you become involved?
2. From your perspective, were the needs of the stakeholders and the BMCs sufficiently taken into consideration in the project's design? How was this done?
3. From your perspective, was the CDRRF appropriately aligned with community DRR priorities?

- a. If yes, what resources did the program use to ensure appropriate alignment and response to community needs? (Prompt: livelihoods-based assessments, Rapid Community Vulnerability Assessments, DRR/CCA KAP studies)
 - b. If no, how could the program have ensured better alignment? Were there resources, sources of information to draw from? (Prompt: livelihoods-based assessments, Rapid Community Vulnerability Assessments, DRR/CCA KAP studies)
4. Did the CDRRF design address climate change or DRR adaptation measures and awareness in the BMCs? If yes, how?
 5. From your perspective, did the design of the CDRRF responded to community contexts and their priority needs for the reduction of disaster risks? If yes, how?
 6. From your perspective, what were the intended objectives or outcomes of the Fund? Was the Fund's ultimate outcome clear and comfortably understood? Do you think the Sub-project Performance Measurement Framework accurately reflected/represented this?
 7. What effort was made to align the project's Performance Measurement Frameworks with the intended outcomes of the Fund? Do you think these efforts were successful? why or why not?
 8. Do you think all stakeholders had the same understanding of the project's design? Of the Fund's design?

Coherence

9. Did the CDRRF appropriately support and align with the priorities and policies of regional entities (ex. CDEMA, CARICOM, CCCCC)? National disaster management agencies (NEMO, ODPEM)? CBO (ex. HPPB, JTFA)?
10. From your experience, did the CDRRF and its sub-projects forge synergies with similar projects funded by GAC, DFID or European Commission? Or CDB projects? How well was this done?
11. In your experience, was there any consideration given to implement the CDRRF through an alternative mechanism of project? Should there have been?
 - a. If yes, which, and why was this path not selected for implementation?

Effectiveness

1. To your knowledge, did CDRRF produced the intended results? If so, for whom (who benefited), to what extent and in what circumstances?

Prompt:

(i) **Ultimate Outcome:** *Improved community-based security for men, women, and children across the Caribbean region in the advent of natural disasters and climate change (CC).*

(ii) **Intermediate Outcome:**

- a. *Enhanced implementation of gender-responsive community-level interventions to reduce natural disaster risk and climate change impacts in four Caribbean Development Bank Borrowing Member Countries*

- b. *Improved integration of disaster risk and climate change impacts in Country Poverty Assessment and related support to BMCs*

(iii) Immediate Outcomes:

- a. *Gender-sensitive resilience to natural hazards and climate change in 12 beneficiaries communities increased; Regional gender-sensitive knowledge of reducing risk to natural disaster and climate change at community level improved amongst DRM, environment and, social sector practitioners, public sector agencies*
 - b. Focused and up-scaled/enhanced regional level resourcing for building gender-sensitive community-level resilience to natural hazards and climate change impacts National skills and capacities to monitor and reduce natural hazard risk, and climate change impact at community and household levels increased amongst social sector, environment and DRM practitioners, public sector representatives
12. From your perspective, were the sub-projects sufficient to achieve the intended objectives? If yes, why? If no, why not?
 13. From your perspective, did these results have an impact at the community level? If yes, can you please describe it? What about at the regional or national levels? How do you think the Fund was able to have this impact?
 14. From your perspective was the sub-project successful in piloting “solutions” that may be scaled-up in future? If yes, please provide examples.
 15. What factors supported or limited the CDRRF in achieving the anticipated results?
 16. What unintended results – positive and negative – did CDRRF produce? How did these occur? What was the role of CDRRF in the achievement of these results?
 17. From your experience, how effective was the involvement of government entities or other stakeholders in the implementation process? Who were these actors? Was their involvement suitable?
 18. How have the sub-projects contributed to the stated outcomes identified in the CDRRF project document? Is there supporting evidence for each of the outcome indicators?
 19. How well did the sub-projects incorporate gender equality considerations, with what results, and how well did CDB support this effort?
 20. Was appropriate emphasis was placed on the promotion of the following gender and intersectional areas in the projects’ design and implementation?
 - a. Gender equity
 - b. Protection of gender equity
 - c. Protection of vulnerable groups
 - d. Social inclusion

Efficiency - Project Administration

21. What kind of project management systems and procedures were put in place to ensure effective project management? How did these project management arrangements enable or hinder implementation?
 - a. What kind of financial management controls were in place? Were they appropriately adhered to at the sub-project and Fund levels?
 - b. What kind of management tools were used for the monitoring of project outputs?
 - c. What kind of procurement procedures were used?
22. Were the project management processes the best suited for community-based sub-projects? Or were there better suited processes that could/should have been used?
23. Are there lessons to be learned regarding management arrangements for future trust fund arrangements executed by CDB?
24. What types of stakeholders was the Fund accountable (reporting) to? (i.e. TFSC, PSC, CDB, CDRRF management, Beneficiaries, BMC government ministries, Donors, etc.)
25. Were the sub-projects made aware of the MTE and its results? Were the findings of the mid-term evaluation taken into account to improve implementation? How?
26. Were there better ways of achieving project results at less cost or in less time? What were they? Why were they not implemented?
27. From your experience, were the sub-projects implemented in accordance with the timeline? Were outputs achieved on time? If no, what delays were experienced and why? How were these delays addressed by sub-project management?
28. What major challenges, if any, did you experience during Fund implementation? What factors supported your specific role in this?
29. Did the CDB/CDRRF implement any mitigating strategies to address the challenges experienced? If not, why not?
30. How did the CDB/CDRRF (implementation and management) support the sub-project to achieve its results? From your perspective, did the CDB/CDRRF use the available resources in the best possible way to achieve results of the greatest possible value to your sub-project, the country, and the beneficiary communities? (Value for money.)
31. Were there thorough, well-founded work plans being implemented according to plan, monitored, and adapted as necessary?
32. To what extent has coordination/communication been effective within and between:
 - a. the implementation team and CDRRF
 - b. partners and CDRRF
 - c. participants and CDRRF
 - d. CDRRF and donors?

33. From your perspective, was the TFSC comprised of the right mix of competencies/ agencies? Did the TFSC provide adequate and timely oversight? What about the PSCs?

Sustainability

1. Have processes and systems been established to sustain sub-project outcomes, e.g. Early warning Systems, climate-resilient farming practices, contingency planning for natural disasters including volcanic activity, hurricanes, flooding, fires etc.?
2. Is there a sense of community ownership of the project and results? Why or why not?
3. Were any partnerships formed under the Fund?
 - a. If yes, will this relationship likely be sustained? Why or why not?
 - b. If no, in your opinion, why were partnerships not formed?
4. Have systems been established to facilitate the sustainability of capacity-building initiatives and public education re DRR and CCA?
5. Have processes and systems been set up to facilitate the institutionalization of knowledge? To support scale up where appropriate?
6. What efforts were made by the project to ensure the sustainability of results? (Sustainability planning)

Recommendations/Lessons Learned

1. What have been key lessons learned in terms of:
 - a. Systems and procedures necessary to facilitate efficient project administration;
 - b. Knowledge built and innovative approaches developed?
2. What would be some of the key recommendations for CDB's overall approach to facilitating future DRR and CCA interventions across the region? Particularly community-based initiatives?

Thank you for your collaboration!

Sample e-survey Questions and Protocol

Le Groupe-conseil Baastel, a Canadian-owned international development consulting firm, has been contracted by the Caribbean Development Bank Office of Independent Evaluation to conduct a final evaluation of the Caribbean Disaster Risk Reduction Fund (CDRRF) and its eight sub-projects. The CDRRF funds community-driven disaster risk reduction (DRR) or climate change adaptation (CCA) projects in the region to enhance communities' livelihoods, resilience, and sustainability. Financial resources and support for the fund have been provided by the Government of Canada (through Department of Foreign Affairs, Trade and Development, referred to as Global Affairs Canada) and the European Union (under the African Caribbean Pacific - European Union - Caribbean Development Bank (ACP - EU - CBD) natural disaster risk management in CARIFORUM countries).

In order to support community-driven projects to build resilience and strengthen adaptive capacity, CDRRF provides financing to community-based organizations and non-governmental organizations in the 17 BMCS.

The overall objectives of this evaluation are to assess:

- (a) the relevance, coherence, efficiency, and effectiveness of the CDRRF,
- (b) results in relation to CDRRF objectives,
- (c) potential for sustainability among sub-project communities,
- (d) and document lessons learned.

All information and responses provided will be kept confidential. The evaluation team will share only generalized findings and anonymous comments, meaning no name or title will be disclosed in association with the information given. The information and data collected from these interviews will be placed in a pool where no association can be made with the person interviewed. No party outside of the evaluation team will have access to the information at any time.

This survey will take approximately **40 minutes** to complete. We thank you in advance for your collaboration/cooperation.

Target Group: PSC members

Demographic Data

Please note, no name or title will be disclosed in association with the information given. We ask for this information to ensure a representative survey sample.

Name:

Position/affiliation to CDRRF:

Organization or institution:

Start and end date of Fund involvement (MM/YY):

Relevance and Coherence

Please indicate the degree to which you agree or disagree with the following statements.

1. The needs of the stakeholders and the BMC were taken into consideration in the project's design. **(Strongly agree, agree, neutral, disagree, Strongly disagree)**
2. The design of the CDRRF was well informed on community priorities and context. **(Strongly agree, agree, neutral, disagree, Strongly disagree)**
3. The design of the CDRRF responded to community contexts and their priority needs for the reduction of disaster risks **(Strongly agree, agree, neutral, disagree, Strongly disagree)**
4. I found the Fund's ultimate outcome clear and comfortably understood. **(Strongly agree, agree, neutral, disagree, Strongly disagree)**
5. The CDRRF supported and aligned with the priorities and policies of:
 - a. National disaster management agencies (NEMO, ODPEM) **(Strongly agree, agree, neutral, disagree, Strongly disagree)**
 - b. Community based organizations **(Strongly agree, agree, neutral, disagree, Strongly disagree)**
 - c. Regional entities (CDEMA, CCCCC) **(Strongly agree, agree, neutral, disagree, Strongly disagree)**

Effectiveness

Please indicate the degree to which you agree or disagree with the following statements.

6. The sub-project produced the intended results. **(Strongly agree, agree, neutral, disagree, Strongly disagree)**

7. The sub-project had an impact on the target community/at the community level (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
 - a. If yes, can you please describe the impact(s)? How do you think the project was able to have this impact? (**Open fill**)
8. Were there any unintended results (positive or negative) produced by CDRRF? How did these occur (**Open fill**)
9. Appropriate emphasis was placed on the promotion of the following gender and intersectional areas in the project design and implementation.
 - a. Gender equity (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
 - b. Protection of gender equity (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
 - c. Protection of vulnerable groups (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
 - d. Social inclusion (**Strongly agree, agree, neutral, disagree, Strongly disagree**)

Efficiency - Project Administration

Please indicate the degree to which you agree or disagree with the following statements.

10. The project was efficiently managed. (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
 - a. Efficient time management at the project level. (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
 - b. Cost- efficient spending at the project level (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
11. Management processes enabled efficient project implementation. (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
12. Appropriate financial management controls were in place and adhered to. (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
13. Management tools were adequate to ensure transparent and efficient monitoring of project outputs. (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
14. Procurement procedures were understood and adhered to. (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
 - a. Were there any challenges to adhering to procurement procedures? (**open fill**)
15. There was clear and effective communication between:
 - a. PSC and Sub-project (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
 - b. Sub-Project and CDRRF (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
 - c. PSC and CDRRF (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
16. The Project Steering Committee (PSC) was comprised of the right mix of competencies/ agencies. (**Strongly agree, agree, neutral, disagree, Strongly disagree**)
17. The PSC provided adequate and timely oversight. (**Strongly agree, agree, neutral, disagree, Strongly disagree**)

18. The CDRRF Project management unit had adequate capacity to manage the Fund effectively.
(Strongly agree, agree, neutral, disagree, Strongly disagree)
19. CDRRF implementation and management represented the best possible use of available resources to achieve results of the greatest possible value to BMCs and their beneficiary communities.
(Strongly agree, agree, neutral, disagree, Strongly disagree)

Sustainability

20. What have been key lessons learned in terms of knowledge built and innovative approaches developed. **(open fill)**
21. What would be some of the key recommendations for CDB's overall approach to facilitating future DRR and CCA interventions across the country? **(open fill)**

Thank you for your collaboration!

Sample Focus Group Discussion Protocol and Guiding Questions

Introduction

Hello and welcome,

My name is **(insert interviewer name)** and this is my colleague **(insert name if applicable)**, I/we work with Baastel, a Canadian international development consulting firm and I am/we will going to be facilitating the discussion today. I am/we are here today because Baastel has been hired by the Caribbean Development Bank (Office of Independent Evaluation) to conduct a final evaluation of the Caribbean Disaster Risk Reduction Fund (CDRRF) and its sub-projects.

I/we want to thank everyone for volunteering their time to participate in this discussion. I am/We are here to talk with you about the project **(insert project name)** and the activities conducted. **(Provide a brief overview of the project)**. I/We would like to get your perspectives/opinions on what worked, what didn't work, and what can be learned for future projects.

(At this time give participants information about the times, breaks, outside smoking areas, bathroom breaks, and so forth.)

My colleague here **(insert name)**/I will be taking notes and/or recoding the discussion. Please know that all information provided will be kept confidential; this includes individual and group responses. The evaluation team will share only generalized findings and anonymous comments, meaning no name or title will be disclosed in association with the information given. The information and data collected from these interviews will be placed in a pool where no association can be made with the person or group interviewed. If permission is given for auditory or video recording, the recording will be destroyed after written notes have been validated. No party outside of the evaluation team will have access to the recordings at any time.

At any time, you may abstain from responding to a question or seek clarification prior to responding. Before I/we begin, do you have any questions about the evaluation or the preservation of your confidentiality?

(At this time lay out or establish FGD guidelines for the discussion. The following are suggested guidelines, adapt as necessary:

- 1. If you feel uncomfortable during the meeting, you have the right to leave or to pass on any question. There is no consequence for leaving. Being here is voluntary.**
- 2. Keep personal stories “in the circle”; do not share the identity of the attendees or what anybody else said outside of the meeting.**
- 3. Everyone’s ideas and experiences are valid and will be respected. Do not comment on or make judgments about what someone else says.**
- 4. One person talks at a time.**
- 5. It’s okay to take a break if needed.**
- 6. Everyone has the right to talk. The facilitator may ask someone who is talking a lot to step back and give others a chance to talk and may ask a person who isn’t talking if they have anything to share.**
- 7. Everybody has the right to pass on the questions.**

8. There are no right or wrong answers.
9. Does anybody have any questions at this time? Feel free to ask questions during the discussion as well.

FDG Stakeholder Groups and Guiding Questions:

Target Group: Farming Groups (EHF, JTFA, HPPB, LRDCBS, WMC, TADCBS):

1. Tell me about your group. How was the group formed?
2. What were the challenges faced in carrying out the project?
3. How did you/ group overcome them?
4. What was the positive features of the project?
5. Were there things that happened (positive or negative) that you didn't expect to happen?
6. How has the project helped you individually and as a group?
7. What plans do you have for the group in the future?
8. How would you have done things differently?
9. Is the group more active; less active; about the same compared to before the project?
Why?
10. If you had to do this project again, what would you do differently?
11. How would you describe your relationship with the project management team? The other supporting entities/organizations?
12. What were the lessons learned?
13. Is there anything else you want to share that we haven't talked about yet?

Thank you for participating and sharing your experiences!

*Documents Consulted***Background Documents**

1. Agreement_Canada_CDRRF.pdf
2. Amended TFAA Appendix 2.pdf
3. Amendment Letter - DFID CDB - February 27 2017 - signed.pdf
4. Board Paper on CDRRF.pdf
5. BOD19-12Add1Final_DFID-Multi-Donor.pdf
6. CDB - PO# 7058494 - Amendment 3_Signed by CDB March 28.._.pdf
7. DFID-DFATD Contribution Agreement.pdf
8. EU CONTRIBUTION AGREEMENT - signed July 24 2014.pdf

Miscellaneous

9. CDB BVI 2020 CC-DRR-Gender KAP Studies - Final Case Study Report dated 2020.01.18.docx
10. Community_Engagement_Survey_BVI_Feb10.pdf

CDRRF Annual Reports

11. CDRRF Annual Report June 2020
12. Annual Report 2018 -2019 (Revised Sep26).docx
13. Annual Report April 2015- March 2016.docx
14. Annual Report April 1 2016 - March 31, 2017.docx
15. Annual Report April 2013 - March 2014.docx
16. CDRRF Annual Report April 2014_ March2015.docx
17. CDRRF Annual Report April 1 2017 - March 31 2018.docx

Grant Agreements

18. Final Grant Agreement - GA 43 STV - Volcano-Ready Communities in St Vincent and the Grenadines.pdf
19. GA 3 BVI - Establishing Flood Resilient Smart Communities - June 1 2017.pdf
20. GA 35-JAM - Jeffrey Town Integrated Disaster Risk Reduction Project - signed agreement.pdf
21. GA 37 JAM - Signed Agreement - Trinityville.pdf
22. GA 51 JAM - Environmental Health Foundation - October 31 2017 signed.pdf
23. GA 53 JAM - CARTS - June 5 2018.pdf

Progress Reports

24. 1st Quarterly Report June 2015-Issues.pdf
25. 2nd Quarter Report 2015-2016 [27.10.15]v3.doc
26. 2nd Quarter Report Jul-Sep 2015.pdf
27. 3RD QUARTER REPORT OCT-DEC 2015 - 1st draft.docx
28. 3rd Quarter Report Oct-Dec 2015.pdf
29. 4th Quarter Report Jan-Mar Final 2016.pdf
30. 4th Quarter Report Jan-Mar Final Draft (002).pdf
31. 6th Quarterly Report- July to Sept 2016.pdf
32. 7th Quarterly Report October to December 2016.pdf
33. DMO 2nd Qtr. Report 2015-2016.docx
34. Project Status Report - 001.ppt
35. Project Status Report - 002 pdf.pdf
36. Project Status Report - 003.pdf
37. PSC MINUTES 3rd Qtr 2015-2016 edited.pdf
38. TADCBS CDB CDRRF Project Status Report - June 2015.pdf
39. CDRRF Annual Report 2019-2020
40. MidTerm Evaluation Report

Project Documents

Dept. Disaster Management Reports

41. August 2017.pdf
42. August 2018.pdf
43. August 2019 Monthly Report.pdf
44. BVI Monthly Report - March 2020.pdf
45. December 2017.pdf
46. December Monthly Report.pdf
47. February 2018.pdf
48. February 2019 Monthly Report.pdf
49. January 2018.pdf
50. January 2019 Monthly Report.pdf
51. July 2017.pdf

52. July 2018.pdf
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Evaluation Team Biodata

Name	Position	Responsibilities
Evan Green 	Team Leader	<ul style="list-style-type: none"> • Overall leadership and direction of the evaluation team, incl. management and coordination • Contribution and sign-off on approach and methodology of the evaluation • Lead on communication and negotiation with CDB on evaluation direction and findings • Redaction of the work plan that includes the collection data tools and guides and protocols • Key informant interviews and structured observation • Lead writer on the evaluation report • Sign off on all products and deliverables
Alexa Khan 	Evaluator	<ul style="list-style-type: none"> • Contribution to the writing of the evaluation methodology and the work plan that includes data collection tools and guides and protocols • Key informant interviews and structured observations in second country (other than Jamaica) if conditions allow • Contribution to the evaluation report • Ensure that gender and inclusion dimensions of the project are adequately reflected in all aspects of the evaluation design and implementation
Paulette Griffiths 	Evaluator	<ul style="list-style-type: none"> • Contribution to the writing of the evaluation methodology and the work plan that includes data collection tools and guides and protocols • Key informant interviews and structured observations in Jamaica • Contribution to the evaluation report
Arturo Lopez 	Quality Assurance /Senior DRM/ DRR Adviser	<ul style="list-style-type: none"> • Quality assurance of all products and deliverables • Contribution to the development of data collection tools, guides, and protocols • Specific input on DRM, DRR and CCA aspects in the Caribbean as well as management of DRM programs and institutions • Contribution and/or review of the evaluation report
Naomi Harris 	Evaluator	<ul style="list-style-type: none"> • Contribution to the writing of the evaluation methodology and the work plan that includes data collection tools and guides and protocols • Key informant interviews and E-survey • Data analysis and contribution to the writing of the final evaluation report

Additional Documentation

Sub-project Evaluation Reports for Belize, BVI and Jamaica are available upon request. brief internal editing