

Closure Stage Quality Assurance Report

Overall Project Rating: **Satisfactory**

Project Number : 00107885

Project Title : Build capacity within the government and and civil society institutions in Sint Maarten to create an enabling environment for rapid and sustainable recovery after a natural disaster.

Project Date : 09-Jan-2018

Strategic

Quality Rating: **Satisfactory**

1. Did the project pro-actively take advantage of new opportunities and adapt its theory of change to respond to changes in the development context, including changing national priorities? (select the option from 1-3 which best reflects this project)

- 3: The project team regularly completed and documented a comprehensive horizon scanning exercise to identify new opportunities and changes in the development context that required adjustments in the theory of change. There is clear evidence that the project board considered the scanning and its implications, and documented changes to the project's RRF, partnerships, etc. made in response, as appropriate. (both must be true to select this option)
- 2: *The project team has undertaken some horizon scanning over the life of the project to identify new opportunities and changes in the development context. The project board discussed the scanning and its implications for the project, as reflected in the board minutes. There is some evidence that the project took action as a result, but changes may not have been fully integrated in the project's theory of change, RRF, partnerships, etc. (all must be true to select this option)*
- 1: The project team may have considered new opportunities and changes in the development context since implementation began, but this has not been discussed in the project board. There is limited to no evidence that the project team has considered changes to the project as a result. This option should also be selected if no horizon scanning took place during project implementation.

Evidence

Changes in Sint Maarten's development context were noted in the first quarter of the implementation of this project. The economic environment which existed during the design stage of the project was altered during the implementation stage, as the realities of the social and economic impact of the hurricane were realized. This necessitated a change in the outcome pathways needed to achieve improvement in the quality of life by the citizens affected by the Hurricane. A performance review of the project was conducted in July 2018 which explored assumptions made at the start which did not hold up during execution and the impact of same on the agreed results. The performance review also prescribed a course of action to be pursued to ensure the achievement of a redefined set of results.

2. Was the project aligned with the thematic focus of the Strategic Plan? (select the option from 1-3 that best reflects the project)

- 3: The project responded to one of the three areas of development [work](#) as specified in the Strategic Plan. It addressed at least one of the proposed new and emerging [areas](#) and implementation was consistent with the issues-based analysis incorporated into the project. The project's RRF included all the relevant SP output indicators. (all must be true to select this option)
- 2: *The project responded to one of the three areas of development [work](#) as specified in the Strategic Plan. The project's RRF included at least one SP output indicator, if relevant. (both must be true to select this option)*

1: While the project may have responded to one of the three areas of development [work](#) as specified in the Strategic Plan, it was based on a sectoral approach without addressing the complexity of the development issue. None of the relevant SP indicators were included in the project's RRF. This option is also selected if the project did not respond to any of the three SP areas of development work.

Evidence

The project focused on resilience building through the reconstruction of roofs utilizing the build back better methodology. It also utilized sustainable development pathways by employing and training unskilled laborers during the debris removal and construction phases of the project. The project did not include any SP output indicators because in its original formulation it was designed to be in response to a natural disaster, with a relatively short timeframe of 6 months. This period would not have been sufficient to realize an SP indicator.

3. Evidence generated through the project was explicitly used to confirm or adjust the programme/CPD's theory of change during implementation.

- Yes
- No

Evidence

A mid term review was completed by a special mission team the report of which was used to adjust the programme during implementation

Relevant

Quality Rating: Satisfactory

4. Were the project's targeted groups systematically identified and engaged, with a priority focus on the excluded and marginalized, to ensure the project remained relevant for them? (select the option from 1-3 that best reflects the project)

- 3: Systematic and structured feedback was collected regularly from a representative sample of beneficiaries, with a priority focus on the excluded and marginalized, as part of the project's monitoring system. Representatives from the targeted group were active members of the project's governance mechanism (i.e., project board or equivalent) and there is credible evidence that their feedback informed decision making. (all must be true to select this option)
- 2: *Targeted groups were engaged in implementation and monitoring, with a priority focus on the excluded and marginalized. Beneficiary feedback, which may be anecdotal, was collected regularly to ensure the project addressed local priorities. This information was used to inform project decision making. (all must be true to select this option)*
- 1: Some beneficiary feedback may have been collected, but this information did not inform project decision making. This option should also be selected if no beneficiary feedback was collected.
- Not Applicable

Evidence

Senior citizens, single mothers and unskilled labour were the primary vulnerable groups that benefited from this project. While

they were not included in the project's governance mechanisms, in the latter half of the project a help desk and beneficiary forms were established to ensure that their concerns were addressed and used to inform the decision-making process.

5. Did the project generate knowledge, particularly lessons learned (i.e., what has worked and what has not) – and has this knowledge informed management decisions and changes/course corrections to ensure the continued relevance of the project towards its stated objectives, the quality of its outputs and the management of risk? (select the option from 1-3 that best reflects the project)

3: *Knowledge and lessons learned (gained, for example, from Peer Assists, After Action Reviews or Lessons Learned Workshops) backed by credible evidence from evaluation, analysis and monitoring were regularly discussed in project board meetings and reflected in the minutes. There is clear evidence that the project's theory of change was adjusted, as needed, and changes were made to the project to ensure its continued relevance. (both must be true to select this option)*

2: Knowledge and lessons learned backed by relatively limited evidence, drawn mainly from within the project, were considered by the project team. There is some evidence that changes were made to the project as a result to ensure its continued relevance. (both must be true to select this option)

1: There is limited or no evidence that knowledge and lessons learned were collected by the project team. There is little or no evidence that this informed project decision making.

Evidence

Following the performance review which was conducted mid-way in the life of the project, progress and lessons learnt were captured in monthly reports which were prepared by the project manager, reviewed by UNDP and submitted to the Donor and the government.

6. Were the project's special measures (through outputs, activities, indicators) to address gender inequalities and empower women relevant and produce the intended effect? If not, were evidence-based adjustments and changes made? (select the option from 1-3 that best reflects the project)

3: The project team systematically gathered data and evidence on the relevance of the special measures in addressing gender inequalities and empowering women. Analysis of data and evidence were used to inform adjustments and changes, as appropriate. (both must be true to select this option)

2: *The project team had some data and evidence on the relevance of the special measures in addressing gender inequalities and empowering women. There is evidence that at least some adjustments made, as appropriate. (both must be true to select this option)*

1: The project team had limited or no evidence on the relevance of the special measures in addressing gender inequalities and empowering women. No evidence that adjustments and/or changes were made, as appropriate. This option should also be selected if the project had no special measures in addressing gender inequalities and empowering women relevant to project results and activities.

Evidence

While no special mention was made to address gender inequalities in the project document through its outputs, activities or indicators, during project implementation attempts were made to do so. 39% of the labour utilized in the cash for work element of the debris management output of the project were women. This was a direct result of hiring criteria specified to the contractors by the project team.

7. Was the project sufficiently at scale, or is there potential to scale up in the future, to meaningfully contribute to development change? (select the option from 1-3 that best reflects the project)

- 3: There is credible evidence that the project reached a sufficient number of beneficiaries (either directly through significant coverage of target groups, or indirectly, through policy change) to meaningfully contribute to development change.
- 2: *While the project was not considered at scale, there are explicit plans in place to scale up the initiative in the future (e.g. by extending its coverage in a second phase or using project results to advocate for policy change).*
- 1: The project was not at scale, and there are no plans currently to scale up the initiative in the future.

Evidence

This project was funded by the Government of the Netherlands to primarily bridge a gap until the operationalization of its 550 million euro reconstruction Trust Fund in Sint Maarten to be managed by the World Bank. Recent discussions held in the Hague (early December 2018) between UNDP and the Dutch Government indicate that the donor would be in favour of having UNDP involved in the implementation of the larger WB project. Further discussions will be held with the Prime Minister of Sint Maarten and the focal point Ministry (VROMNI) during the week of 10th December 2018.

Social & Environmental Standards

Quality Rating: Satisfactory

8. Did the project seek to further the realization of human rights using a human rights-based approach? (select the option from 1-3 that best reflects the project)

- 3: There is credible evidence that the project aimed to further the realization of human rights, on the basis of applying a human rights based approach. Any potential adverse impacts on enjoyment of human rights were actively identified, managed and mitigated through the project's management of risks. (all must be true to select this option)
- 2: *There is some evidence that the project aimed to further the realization of human rights. Potential adverse impacts on the enjoyment of human rights were identified and adequately mitigated through the project's management of risks. (both must be true to select this option)*
- 1: There is no evidence that the project aimed to further the realization of human rights. There is limited to no evidence that potential adverse impacts on the enjoyment of human rights were managed.

Evidence

In keeping with the universal human rights standard of the right to adequate shelter, one of the principal outputs of the project was to provide secure shelter through the reconstruction of roofs of house, owned by vulnerable groups that were affected by Hurricane Irma.

9. Were social and environmental impacts and risks (including those related to human rights, gender and environment) successfully managed and monitored in accordance with the project document and relevant action plans? (for projects that have no social and environmental risks the answer is "Yes")

- Yes

No

Evidence

No
Social and Environmental risk plan was prepared for the project.

10. Were any unanticipated social and environmental issues or grievances that arose during implementation assessed and adequately managed, with relevant management plans updated? (for projects that did not experience unanticipated social and environmental risks or grievances the answer is “Yes”)

Yes

No

Evidence

In the early stages of the project, a few beneficiaries were under the impression that their entire houses, as opposed to their roofs, would be refurbished. Following the conduct of the performance review in July 2018, agreements were established and signed off by each beneficiary at the start of and at the end of the works. These agreements detailed the scope of works to be conducted and final signature represented the beneficiaries' satisfaction with the completed works.

Management & Monitoring

Quality Rating: Satisfactory

11. Was the project's M&E Plan adequately implemented? (select the option from 1-3 that best reflects the project)

3: Progress data against indicators in the project's RRF was reported regularly using highly credible data sources and collected according to the frequency stated in the project's M&E plan, including sex disaggregated data as relevant. Evaluations, if conducted, fully met decentralized evaluation standards, including gender UNEG standards, and management responses were fully implemented. Lessons learned, including during evaluations, were used to take corrective actions when necessary. (all must be true to select this option)

2: *Progress data against indicators in the project's RRF was collected on a regular basis, although there may have been some slippage in following the frequency stated in the project's M&E plan and data sources were not always reliable. Any evaluations conducted meet most decentralized evaluation standards; management responses were fully implemented to the extent possible. Lessons learned have been captured but not used to take collective actions. (all must be true to select this option)*

1: Progress data either was not collected against the indicators in the project's RRF, or limited data was collected but not regularly; evaluations did not meet decentralized evaluation standards; and/or lessons learned were rarely captured and used.

Evidence

For the first half of the project progress data was collected, but not with the regularity and reliability needed. Following the July 2018 Performance Review, this was addressed and systems put in place to ensure the preparation of monthly progress reports, with sufficient detail to allow stakeholders to address the status of the project and make appropriate recommendations.

12. Did the project's governance mechanism (i.e., the project board or equivalent) function as intended? (select the option from 1-3 that best reflects the project)

- The project's governance mechanism operated very well, and is a model for other projects. It met in the agreed frequency stated in the project document and the minutes of the meetings are all on file. There was regular (at least annual) progress reporting to the project board or equivalent on results, risks and opportunities. It is clear that the project board explicitly reviewed and used evidence, including progress data, knowledge, lessons and evaluations, as the basis for informing management decisions (e.g., change in strategy, approach, work plan.) (all must be true to select this option)
- The project's governance mechanism met in the agreed frequency and minutes of the meeting are on file. A project progress report was submitted to the project board or equivalent at least once per year, covering results, risks and opportunities. (both must be true to select this option)*
- The project's governance mechanism did not meet in the frequency stated in the project document, and/or the project board or equivalent did not function as a decision making body for the project as intended.

Evidence

13. Were risks to the project adequately monitored and managed? (select the option from 1-3 that best reflects the project)

- 3: The project actively monitored risks every quarter including consulting with key stakeholders at least annually to identify continuing and emerging risks to project implementation and to assess if the main assumptions remain valid. There is clear evidence that relevant management plans and mitigating measures were fully implemented to address each key project risk, and some evidence that risk mitigation has benefitted performance. (all must be true to select this option)
- 2: The project monitored risks every quarter, as evidenced by a regularly updated risk log. Some updates were made to management plans and mitigation measures. (both must be true to select this option)*
- 1: The risk log was not updated every quarter as required. There may be some evidence that the project monitored risks that could have affected the project's achievement of results, but there is no explicit evidence that management actions were taken to mitigate risks. The project's performance was disrupted by factors that could have been anticipated or managed.

Evidence

The project team monitored risks. However, for the first half of the project, these risks were not effectively communicated to all stakeholders. Following the July performance review, monthly monitoring reports, which were shared with the donor, were made an integral part of the project monitoring mechanisms.

Efficient

Quality Rating: Satisfactory

14. Adequate resources were mobilized to achieve intended results. If not, management decisions were taken to adjust expected results in the project's results framework.

- Yes
- No

Evidence

The cost of the intended results was underestimated during the

design stage of the project. Following the Performance Review, additional resources were mobilized and injected into the project in line with an agreed adjusted results framework.

15. Were project inputs procured and delivered on time to efficiently contribute to results? (select the option from 1-3 that best reflects the project)

- 3: The project had a procurement plan and kept it updated. Implementation of the plan was generally on or ahead of schedule. On a quarterly basis, the project reviewed operational bottlenecks to procuring inputs in a timely manner and addressed them through appropriate management actions. (all must be true to select this option)
- 2: *The project had a procurement plan and kept it updated. The project annually reviewed operational bottlenecks to procuring inputs in a timely manner and addressed them through appropriate management actions. (all must be true to select this option)*
- 1: The project did not have an updated procurement plan. The project team may have reviewed operational bottlenecks to procuring inputs regularly, however management actions were not taken to address them. This option is also selected if operational bottlenecks were not reviewed during the project in a timely manner.

Evidence

Given the initial brief six months life span of the project, all operational bottlenecks had to be addressed immediately to avoid unacceptable delays. Appropriate management actions related to procurement were taken immediately and attempted to regularize procurement in a national context where formal processes and instruments which support efficient procurement are not the norm.

16. Was there regular monitoring and recording of cost efficiencies, taking into account the expected quality of results? (select the option from 1-3 that best reflects the project)

- 3: There is evidence that the project regularly reviewed costs against relevant comparators (e.g., other projects or country offices) or industry benchmarks to ensure the project maximized results delivered with given resources. The project actively coordinated with other relevant ongoing projects and initiatives (UNDP or other) to ensure complementarity and sought efficiencies wherever possible (e.g. joint activities.) (both must be true to select this option)
- 2: *The project monitored its own costs and gave anecdotal examples of cost efficiencies (e.g., spending less to get the same result,) but there was no systematic analysis of costs and no link to the expected quality of results delivered. The project communicated with a few other projects to coordinate activities. (both must be true to select this option)*
- 1: There is little or no evidence that the project monitored its own costs and considered ways to save money beyond following standard procurement rules. It is not clear that the link between cost savings and quality of results was made.

Evidence

Operational and administrative costs of the project were closely monitored. The direct technical inputs needed to attain the stated objectives relied largely on anecdotal knowledge of cost efficiencies of similar projects. In the latter stage of the project's life, the project used cost comparisons of the UNDP Dominica project which was also recovering from the effects of a Hurricane and which was involved in the implementation of similar activities.

17. Is there evidence that project outputs contributed to the achievement of programme outcomes?

- Yes
- No

Evidence

The larger programmatic outcome is a Dutch funded reconstruction plan which focuses on the refurbishment of residences, community infrastructure and government institutions, as well as the execution of sustainable livelihood projects to support the country in its recovery efforts. This project contributed directly to this outcome through debris removal; the temporary employment of skilled and unskilled labour; and the reconstruction of 75 roofs for vulnerable citizens of Sint Maarten.

18. The project delivered its expected outputs.

- Yes
- No

Evidence

The project delivered its revised outputs which were agreed upon by UNDP, the Government and the Donor (The Dutch).

19. Were there regular reviews of the work plan to ensure that the project was on track to achieve the desired results, and to inform course corrections if needed? (select the option from 1-3 that best reflects the project)

- 3: Quarterly progress data informed regular reviews of the project work plan to ensure that the activities implemented were most likely to achieve the desired results. There is evidence that data and lessons learned (including from evaluations) were used to inform course corrections, as needed. (both must be true to select this option)
- 2: There was at least one review of the work plan each year with a view to assessing if project activities were on track to achieving the desired development results (i.e., outputs.) There is no evidence that data or lessons learned were used to inform the review(s).
- 1: While the project team may have reviewed the work plan at least once per year to ensure outputs were delivered on time, no link was made to the delivery of desired development results. Select this option also if no regular review of the work plan by management took place.

Evidence

From the start of the project, progress reports were prepared at least every 2 months. However, in the first six months of the project the issue was that the relevant information was not being communicated with all stakeholders on a timely basis. Following the performance review of the Project, this was regularized and used to inform course corrections which were implemented.

20. Were the intended targeted groups systematically identified and engaged, prioritizing the marginalized and excluded, to ensure results were achieved as expected? (select the option from 1-3 that best reflects the project)

- 3: Targeted groups were systematically identified using credible data sources on their capacity needs, deprivation and/or exclusion from development opportunities relevant to the project's area of work. There is clear evidence to confirm that targeted groups were reached as intended. The project engaged regularly with targeted groups to assess whether they benefitted as expected and adjustments were made if necessary to refine targeting. (all must be true to select this option)
- 2: The project targeted specific groups and/or geographic areas, based on some evidence of their capacity needs, deprivation and/or exclusion from development opportunities relevant to the project's area of work. Some evidence is provided to confirm that project beneficiaries were members of the targeted groups. There was some engagement with beneficiaries to assess whether they benefitted as expected. (all must be true to select this option)
- 1: The project did not report on specific targeted groups, or there is no evidence to confirm that project beneficiaries have capacity needs or are populations deprived and/or excluded from development opportunities relevant to the project's area of work. There may have been some engagement with beneficiaries to assess whether they benefitted as expected, but not regularly.
- Not Applicable

Evidence

Following the hurricane, a Government centralized list was established where people came forward to ask for various types of recovery related support. Some 2,000 people registered, out of which approximately 500 were uninsured and met other criteria established for accessing house repair support. This list remained the most reliable beneficiary list which addressed house repair needs. In the last 6 months of the project, in addition to the regular monitoring visits to the beneficiaries, a help desk was established along with commencement and completion agreements which had to be signed off by the beneficiaries.

21. Were at least 40 per cent of the personnel hired by the project, regardless of contract type, female?

- Yes
- No

Evidence

50% of the project team which was hired were women. However, if contractors procured are included in this analysis, this percentage decreases.

Sustainability & National Ownership

Quality Rating: Satisfactory

22. Were stakeholders and partners fully engaged in the decision-making, implementation and monitoring of the project? (select the option from 1-3 that best reflects the project)

- 3: Only national systems (i.e., procurement, monitoring, evaluation, etc.) were to fully implement and monitor the project. All relevant stakeholders and partners were fully and actively engaged in the process, playing a lead role in project decision-making, implementation and monitoring. (all must be true to select this option)
- 2: *National systems (i.e., procurement, monitoring, evaluation, etc.) were used in combination with other support (such as country office support or project systems) to implement and monitor the project, as needed. All relevant stakeholders and partners were actively engaged in the process, playing an active role in project decision-making, implementation and monitoring. (both must be true to select this option)*
- 1: There was relatively limited or no engagement with national stakeholders and partners in the decision-making, implementation and/or monitoring of the project.
- Not Applicable

Evidence

This is a DIM project. In this regard UNDP took the lead in procurement, monitoring and evaluation. However, the Government was involved in all of these activities and played a key role in identification of the beneficiaries.

23. Were there regular monitoring of changes in capacities and performance of institutions and systems, and were the implementation arrangements adjusted according to changes in partner capacities? (select the option from 1-3 that best reflects the project)

- 3: Changes in capacities and performance of national institutions and systems were regularly and comprehensively assessed/monitored using clear indicators, rigorous methods of data collection and credible data sources. There is clear evidence that capacities and performance of national institutions and systems improved by the end of the project, if applicable. Implementation arrangements were formally reviewed and adjusted, if needed, in agreement with partners according to changes in partner capacities. (all must be true to select this option)
- 2: Aspects of changes in capacities and performance of relevant national institutions and systems were monitored by the project using indicators and reasonably credible data sources. There is limited evidence that capacities and performance of national institutions and systems improved by the end of the project, if applicable. Some adjustment was made to implementation arrangements if needed to reflect changes in partner capacities. (all must be true to select this option)
- 1: Some aspects of changes in capacities and performance of relevant national institutions and systems may have been monitored by the project, however changes to implementation arrangements were not considered. Also select this option if changes in capacities and performance of relevant national institutions and systems were not monitored by the project.
- Not Applicable

Evidence

Not applicable.

24. Were the transition and phase-out arrangements implemented as planned by the end of the project, taking into account any adjustments made to the plan during implementation? (select the option from 1-3 that best reflects the project)

- 3: The project's governance mechanism regularly reviewed the project's sustainability plan, including arrangements for transition and phase-out, to ensure the project remained on track in meeting the requirements set out by the plan. The plan was implemented as planned by the end of the project, taking into account any adjustments made during implementation. (both must be true to select this option)

2: *There was a review of the project's sustainability plan, including arrangements for transition and phase-out, to ensure the project remained on track in meeting the requirements set out by the plan. The plan was implemented by the end of the project, taking into account any adjustments made during implementation. (both must be true to select this option)*

1: The project may have had a sustainability plan that specified arrangements for transition and phase-out, but there was no review of this strategy after it was developed. Also select this option if the project did not have a sustainability strategy.

Evidence

While the project is due to be closed on 31 January 2019, it is still ongoing. The main transition element has been identified as the transfer of the remaining materials from the roof reconstruction activity. It has already been signaled that these would be transferred to the Government upon completion of the project.

25. Please upload the final lessons learned report that was produced for this project.

Summary/Final Project Board Comments:

The project has not yet been operationally closed. This is carded to take place at the end of January 2019, as such a draft lessons learned report is attached.