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# **Capacity Building in and Mainstreaming of Sustainable Land Management in Dominica GEF Medium-Sized Project**

**(PIMS 3410 – Atlas ID 00045747)**



## **Terminal Evaluation Report**

**11 September, 2013**

**Elena Laura Ferretti  
Independent Consultant**

## **Acknowledgements**

The Consultant would like to express his appreciation and gratitude to all those who gave their time and provided invaluable information during the Terminal Evaluation of the GEF Dominica Sustainable Land Management Project; their thoughts and opinions have informed the evaluation and contributed to its successful conclusion.

Special thanks go to Mr. Lloyd Pascal, Director of the Environmental Coordinating Unit, his colleagues of the Unit and of other divisions of the Ministry of Environment; notwithstanding short notice, the concomitant organisation of the SIDS Conference in Barbados, lack of staff and the vacation period, they made themselves available for meetings and for additional telephone conversation with unique Dominica hospitality. It should be noted that without the flexibility and availability of Mr. Pascal, visits and interviews would not have been as smoother and effective as they have been.

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## EXECUTIVE SUMMARY

The present Report constitutes the Terminal Evaluation (TE) of the Government of Commonwealth of Dominica GEF Sustainable Land Management Project (DOM SLM Project), an initiative to mainstream SLM into policies and regulatory framework by strengthening capacities for land management and for decision-making. The TE took place in August-September 2013 with 14 days field mission, which included days spent for the separate Terminal Evaluation of the SLM Project in Dominica. The purpose of the evaluation is to assess the achievement of project results, and to draw lessons that can improve their sustainability as well as aid in the overall enhancement of UNDP/GEF programming. It also identifies lessons for other conservation projects in the area and elsewhere.

The evaluation approach utilises the five standards evaluation criteria (relevance, effectiveness, efficiency, sustainability and impact) with less emphasis on efficiency as dictated by the evaluation stage (TE). The detailed approach is described below in chapter 1.2 and in the Inception Report.

### **I Project Summary Table**

<b>Project Title:</b>	Capacity Building in and Mainstreaming of Sustainable Land Management in Dominica			
GEF Project ID:	PIMS 3410		<i>at endorsement (Million US\$)</i>	<i>at completion (Million US\$)</i>
UNDP Project ID	00045747	GEF financing:	500,000	468,468.69
Country:	Commonwealth of Dominica	IA/EA own:	IA :	IA :
Region:	LAC	Government:	184,250	
Focal Area:	Land Degradation	Other:	324,050	
FA Objectives, (OP/SP):	OP 15 SP1	Total co-financing:	508,300	
Executing Agency:	UNDP	Total Project Cost:	1,008,300	
Other Partners involved:	Environmental Coordinating Unit	ProDoc Signature (date project began):		23 April 2008
		(Operational) Closing Date:	Proposed: 31/12/2010	Actual: 30/06/ 2012

### **II Project Description and Design**

The purpose of the Project was *“To develop capacities for sustainable land management in appropriate government, civil society institutions and user groups, and mainstream sustainable land management considerations into government planning and strategy development”*. Planning was articulated into 5 outcomes which remained unchanged after planning was revised following the initial identification of Priorities for Action undertaken. Although a conventional Logframe has not been designed and deficiencies are acknowledged in the identification of performance indicators and targets as well as confusion in the terminology, management had an evident clear vision about towards where to head the Project.

Designed between 2005 and 2006, under a Project Development Facility (PDF A) grant from the GEF, the Project was fully in line with GEF OP 15 and in particular with SP1 Capacity Development as well as consistent with UNDP UNDAF and Country Programme’s objectives; it was expected to generate substantial national benefits as well as global benefits directly and indirectly by contributing to reduce global trends in land degradation. The Project was very relevant also in consideration of national planning objectives and requirements at community level. UNDP was the GEF implementing agency while the Project was Government executed through the Environmental Coordinating Unit (ECU).

The project budget amounted to US\$ 1,008,300 of which US\$ 500,000 by GEF (including the amount spent for PDF A); US\$ 186,250 from Government plus US\$ 322,050 from other partners' co-financing. It was approved in 2008 for an initial duration of 3 years, then extended until June 2012.

The DOM SLM Project was implemented from April 2008 to June 2012 during which significant changes took place which modified the institutional framework and the context for development. Most of these transformations result from the activities of the Project, among others the new interest for the Climate Change, Environment and Natural Resources Management Bill which once approved will bring a revolutionary modification of the environmental legislation and as a consequence a new mainstreaming of natural resources management into national development policies and strategies. At the institutional level, the Ministry of Environment (MoE) and the Ministry of Agriculture (MoA) modified their organisation: the Physical Planning Division (previously under ministry of land) and the Fisheries Division (previously under MoA) are now integrated into the MoE. The Environmental Coordinating Unit (ECU), under the MoE, hosted the DOM SLM Project; it is at the forefront of environmental activities and serves as focal point for the implementation of the multilateral conventions. The small, Cabinet-appointed unit has traditionally depended on the existence of projects to cover the salaries of its staff (with the only exception of its Director who is paid from Government funding). GEF is being praised for the support given. ECU requires urgent strengthening; the new legislation Bill currently under public review envisages ECU to become a full-fledged Government agency with a clear mandate and responsibility.

### III Summary of Conclusions

**Table N.1 Evaluation Rating Table**

<b>Evaluation Ratings:</b>		
<b>1. Monitoring and Evaluation</b>	<i>rating</i>	<b>Comments</b>
M&E design at entry	MS	The original M&E design was well detailed but overly complex with too many outputs and indicators. This generation of Projects eventually suffer from a design which is not fully adapted to the local context as most projects followed the lines designed by the LDC-SIDS Global Targeted Portfolio at the global level.
M&E Plan Implementation	MS	The need to adapt planning to the real situation on the ground led to a non conventional revision of the Logframe: no changes are made to the 5 outcomes (as per GEF rules) but only 3 outputs are identified which are cross-cutting with relation to the outcomes. Performance and target indicators are not fully and appropriately defined; consequently monitoring of the performance has suffered. Yet, it is not possible to affirm that this has caused any disruption to the implementation: project management was very clear about the way forward and headed the Project towards the achievement of concrete results. The weaknesses are eventually reflected in a less sound capacity to highlight the value of the achievements, a non systematic reporting on indicators and less opportunities to communicate results to a broad audience. Project response to the MTE recommendations is not evident; the establishment of monitoring mechanisms and stakeholders surveys would have helped to better assess application of the training provided.
Overall quality of M&E	MS	Reporting appears more a formality than a real monitoring exercise. Shortcomings in the definition and measurement of indicators and weaknesses of reporting lead judgement towards a moderately satisfactory rating. Although this did not impede Project from obtaining significant achievements, stakeholders participation was excellent and the PSC provided true guidance and dedication, intended and unintended results could have been given more appropriate value. Considering the impact the Project has on stakeholders, awareness level surveys should have been conducted with key actors.
<b>2 IA&amp; EA Execution</b>	<i>rating</i>	<b>Comments</b>
Quality of UNDP Implementation	MS	UNDP played a facilitating role to the Project in addition to supervising progress and the management of funds. Shortcoming in the receipt of funds are reported. UNDP and the GEF Regional Office could have provided greater leadership in making evident at regional level results obtained by the Project and give greater value to processes for which stakeholders manifest great pride and enthusiasm, which indicate a true transformational change.

Quality of Execution - Executing Agency	HS	Notwithstanding delays materialised and led to an extension of the Project without a budget revision, activities have been professionally managed and benefitted from experienced and dedicated staff; the presence of an international consultant with long-standing experience in the country and ensuring continued support after Project closure is a main element of success. Financial management was accurate; GEF funding has been fully utilised and has been instrumental to the mobilisation of additional resources and interest of donors around the Project. There is no evidence of the pledged co-financing from identified sources to have fully materialised while Government in-kind co-financing is said to not have changed from the original pledge.
Overall quality of Implementation / Execution	S	Overall implementation is rated as satisfactory with very good adaptive management features and an exceptional capacity to utilise GEF funding in an instrumental way to reach very concrete results in the field and in terms of transformational change of the legislative framework as well as to mobilise additional resources and interest from donors and projects.
<b>3. Assessment of Outcomes</b>	<b>rating</b>	<b>Comments</b>
Relevance	R	A highly relevant initiative through all its project cycle. The Project was perfectly in line with GEF and UNDP Country Programme's objectives at project start as it is today. Relevance to national priorities is undeniable.
Effectiveness	HS	Processes of transformational changes are still on-going. An effective and participatory approach led to the parallel development of legislation revision and elaboration of community-based maps, atlases and management plans with the full engagement of community members and local governments. The HS rating is meant to recognise this situation notwithstanding the fact that the new legislation is still to be approved and the physical planning process on-going; clearly these are universally lengthy processes, especially if a truly participatory approach is taken. Public review of the new drafted Bill is on-going but the model is recognised as effective in other countries of the region. This holds true also for the community-based maps/atlasses and management plans.
Efficiency	S	The Project cannot be evaluated as fully efficient given delays incurred. On the other hand financial management has been accurate; the GEF budget has been completely spent. Cost-effectiveness is extremely high given that the Project was able to reach results that for certain aspects go beyond expectations.
Overall Project Outcome Rating	S	The SLM Project has achieved very good results and it is regarded as making a truly transformational change to the country's environmental legislation. The approach taken is participatory at all levels, has fostered great sense of ownership and has empowered communities and local governments. Concrete measures to reduce the vulnerability communities face to natural hazards are now identified and easy to grasp by any member of the community: maps/atlasses and management plans are available in the Village Councils' offices and easily consultable.
<b>4. Sustainability</b>	<b>rating</b>	<b>Comments</b>
Financial resources:	L	Within the present conditions, financial sustainability is likely: various projects are completing in one way or the other the activities initiated by the SLM Project, among others: the expansion of communities maps/atlasses and management plans to other communities of the country; support to the implementation of community-based management plans; the preparation of a Water Resources Inventory; support given to the national planning process through the development of a National Physical Development Plan and a Land Use Policy.
Socio-political:	L	At present the activities of the Project continue to benefit from high level political support; the Minister of Environment is committed to having the new legislation approved within the first months of the next year. From the social point of view, Dominicans are given the opportunity to participate in every step of the processes as the legislation is currently undergoing a process of public review. Other communities in Dominica have manifested the desire to elaborate their own maps, atlases and management plans. Funds are being made available by the SPRC Project as well as by the GEF Small Grants Programme. Further training and capacity building should be ensured.
Institutional framework and governance:	L	Within the current framework, the MoE and ECU appear firmly committed to sustain the processes initiated and inter-agency collaboration has strongly improved. The new Bill is envisaging ECU to become a full-fledged Government

		agency with a clear mandate. Eventual turnovers which may follow a Government change are always likely to affect governance but at present sustainability is not in danger.
Environmental :	ML	The processes of environmental legislation revision should ensure the consequent mainstreaming of natural resources management into national development planning. The country and its people are committed to have Dominica as the "Nature Isle" and go towards a green economy. Nonetheless development objectives are more oriented to poverty reduction, developing tourism and alternative economic opportunities. In addition the global economic crises may affect public spending in the sector. Natural hazards events tend to divert investment already allocated to certain sectors.
Overall likelihood of sustainability:	ML	Most sustainability elements are in place; most elements which may cause instability are external factors such as the global economic crises or the occurrences of natural disasters which may affect government investments in the sector. Overall sustainability of processes initiated require careful monitoring of processes, implementation and enforcement.

*Rating for Outcomes, Effectiveness, Efficiency, M&E; I&E Execution:* HS: Highly Satisfactory; S: Satisfactory; MS: Moderately Satisfactory; MU: Moderately Unsatisfactory; U: Unsatisfactory; HU: Highly Unsatisfactory.

*Rating for Sustainability:* L: Likely; ML: Moderately likely; MU: Moderately Unlikely; U: Unlikely

**Adaptive Management.** With the exception of the delays occurring due to the late appointment of the Project Steering Committee (PSC) by the Ministry, late delivery of some of the national consultant's inputs and initial difficulties in following UNDP/GEF procurement rules, overall project management is rated satisfactorily. The project was managed by a National Project Coordinator supported by a national assistant, an international and various national consultants covering legislation review and drafting of new legislation, GIS and community support. Management is reported to have been effective, with a high level of commitment. The short timeframe to reach results in processes which are always lengthy and require an important effort in stakeholders' participation was counterbalanced by great ability to move forward as things evolved and adapt to time and funding available. Notwithstanding the very limited capacity of ECU in terms of number of staff, it fully played its coordinating role and ensured inter-agency collaboration. Financial management has been accurate; the GEF budget has been completely, cost-effectively and instrumentally spent to mobilise other donors/ projects around the Project.

**Results.** The goal of the land degradation focal area is to contribute to arresting and reversing current global trends in land degradation, specifically desertification and deforestation as seen on the mountainous, volcanic island of Dominica. At the time of this TE (August 2013), the effects which can be appreciated go beyond expectations; processes initiated under the Project are producing clear impacts. Success has been possible thanks to a multiplicity of favorable conditions, among others: an effective local government system traditionally able to mobilize community participation, strong links of solidarity in the communities, true commitment and high professional skills from management and consultants hired, an international consultant linked to long-term objectives in the country, willingness of agencies to collaborate and share information; high level political support.

The SLM Project took an innovative approach to true transformational change; it has been utilised as a tool to develop the long overdue and much needed consolidated legislation for sustainable management of all natural resources; the process is new, innovative and truly participatory: a draft Climate Change, Environment and Natural Resources Management Bill has been prepared through broad-based consultations and it is currently being presented for public review before going to Parliament. Once approved, a harmonious legislative body for integrated natural resources management instead of many scattered and overlapping laws will ease management and the work of sectoral agencies. Impact will not be limited to the country; it will be the most advanced piece of legislation in the sector in the Caribbean and may result in a model for other small islands states.

Truly participatory processes at all levels fostered empowerment of and ownership by beneficiaries as well as a stronger mechanism for inter-agency collaboration. 10 vulnerable communities were involved in the development of natural resources maps, vulnerability atlases and community-based management plans utilizing local knowledge. Measures to reduce vulnerability and increase disaster preparedness are identified and awareness has greatly increased. The process is becoming a model for replication inside and outside of Dominica. For the first time, a centralised database is being set up, following the development of GPS and partly GIS capacities for both government officers and community members. Greater awareness for data sharing and improved inter-agency coordination in support of Integrated Natural Resources Management is appreciable. Maps and atlases are informing the national planning process.

All achievements were reached through an accurate and instrumental use of funding which mobilised interest and additional resources around the SLM Project. The partnerships and collaboration developed between this project and other projects and partners is commendable. The major weakness of the Project has probably been the short period of time for implementation if due consideration is given to the universal lengthy processes that transformation legislative changes involve. Stakeholders manifest evident pride for the results obtained; for the first time, maps and management plans are produced in a participatory way and can be utilised by anyone in the community; communities are better placed to face environmental hazards; processes are firmly established in policy and Government thinking and there is commitment to scale up the process. Yet, there is widespread recognition of the need to integrate results into economic policies, strategies and budgets to ensure sound investments in the natural resources management sector, ensure monitoring of the implementation and enforcement of measures adopted or in the process of being adopted. The revision of legislation is the first step towards this direction; allocation of money to specific sectors should consequently follow and hopefully also a system to monitor and enforce planned measures.

## **IV Recommendations**

### **R 1: Ensure further investment in Capacity Development and that all stakeholders are brought on board**

Capacity development needs are still identified at different levels: i) for line ministries at the technical level to further increase GIS and planning capacities and ensuring standardisation and sharing of data; ii) at decision-making level to ensure the buying in of the processes; iii) at community level to face eventual turnover of people trained in the villages where maps, atlases and plans were developed and in the new communities where

there is the intention to expand the activity; iv) efforts are required to ensure that the private sector becomes a true partner in development; the sector is still very insufficiently developed in this sense.

### **R 2: Ensure monitoring and sustainable financing of processes and activities initiated**

All processes need to be carefully monitored to ensure funding and implementation. Efforts are required to ensure momentum is not lost, the synergy process linking up different partners and donors building on the activities of the DOM SLM Project is maintained and community-based management plans are implemented. Internal (environmental hazards) and external (global economic crises) shocks may affect investments.

### **R 3: Ensure the development of the centralised database and the planning process**

The LRIS and GIS information developed under the Project should form a part of the national planning and development process. A land use plan is being prepared and requires further support to ensure its completion and application.

### **R 4: Provide for a lessons learnt participatory exercise and ensure replication**

UNDP and the GEF Regional Office should ensure that the lessons learnt and the models this project was able to show are shared with other countries in and outside of the region.



## **R 5: Undertake an ex-post evaluation.**

An ex-post evaluation is suggested in a couple of years time to assess impact and future benefits generated by the i) hopefully approved new Climate Change, Environment and Natural Resources Management Bill, ii) development of the centralised database for natural resources planning and management and iii) the implementation of development activities and measures to reduce vulnerability taken at community level.

## **V Lessons Learnt**

### **L.1 An effective Inception Phase.**

Quite a long time elapses between projects identification and actual start of activities in the field; project design needs to be tailored to the evolving situation. At the beginning of 2009, the DOM SLM Project undertook a revision of Priority for Action; although planning has not followed conventional terminology and identification of performance indicators and targets, it appears evident that management was very clear about the way forward. This has ensured a solid and effective utilisation of GEF funding which is traditionally instrumentally used to mobilise processes and other resources.

### **L.2 Adaptive Management, professional and dedicated staff.**

There is widespread recognition that much of the success of the DOM SLM Project is due to the professionalism, dedication and commitment of the staff and the national and international consultants involved; linking international experts to long-term objectives in the country is a plus. The capacity to adapt to limited timeframe and resources, work around election times and ensure synergies were created with other donors and projects are a merit which should be recognised to management. Project achievements are an indication of the professional and dedicated guidance and partnership building efforts undertaken.

### **L.3 Sound monitoring, reporting and communication mechanisms.**

Should a structured monitoring system have been put in place, Project achievements would have been even more evident and easier to communicate to a broad audience. The problem originates from the unconventional revision of the Logframe and the weak identification of new performance indicators and targets. Although with this important limitation, UNDP and the GEF Regional Office could have played a more effective role in giving value to the effective results of the project and in communicating them.

### **L.4 Sound participatory approaches to avoid conflicts and reach concrete results**

The development of community maps and atlases as well as community-based management plans in parallel with the revision of the legislation has proved a brilliant and effective approach to reduce conflict to the minimum, to raise awareness and to ensure ownerships and empowerment. Maps, atlases and management plans are sound and easy to understand tools for management.

### **L. 5 An integrated approach to capacity development**

Capacity development has very appropriately brought together national and local governments staff as well as members of the community; it has also been linked to the elaboration of concrete and immediately useful results for all participants involved (maps, atlases, management plans). In addition through a training of trainers programme, capacity development can be refreshed/replicated for new members of the community as well as scaled up to other vulnerable communities in the country.

### **L.6 Continued political support**

A Steering Committee composed of relevant institutions with technical background and decision-making power is essential; the PSC was composed of a multidisciplinary set of persons which provided the required guidance and coordinating role.

## Acronyms

CCCCC	Caribbean Community Climate Change Centre
CBD	Convention on Biological Diversity
CDB	Caribbean Development Bank
CIF	Climate Investment Fund
CO	Country Office
DOM	Commonwealth of Dominica
EoP	End of Project
ECU	Environmental Coordinating Unit
EU	European Union
GCOD	Government of Commonwealth of Dominica
GEF	Global Environment Facility
GIS	Geographic Information System
GSPS	Growth and Social Protection Strategy
LIS (or LRIS)	Land Information System (Land Resource Information System)
MEAs	Multilateral Environmental Agreements
MoE	Ministry of Environment, Natural Resources, Physical Planning and Fisheries
M&E	Monitoring & Evaluation
MoHLCP	Ministry of Housing, Lands, Communication and Ports
MSP	Medium-Sized Project
MTE	Mid-Term Evaluation
NAP	National Action Plan
NAS	National Adaptation Strategy
NBSAP	National Biodiversity Strategy and Action Plan
NDP	National Development Plan
NLUP	National Land Use Plan
NGO	Non-Governmental Organisation
OECS	Organization of Eastern Caribbean States
PDF	Project Development Facility
PIR	Project Implementation Review
PMU	Project Management Unit
PPCR	Pilot Program for Climate Resilience
PSC	Project Steering Committee
SCF	Strategic Climate Fund
SIDS	Small Island Developing States
SLM	Sustainable Land Management
SPCR	Strategic Program for Climate Resilience
TE	Terminal Evaluation
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNCCD	United Nations Convention to Combat Desertification
WB	World Bank

## 1. INTRODUCTION

### **1.1 Purpose of the evaluation**

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The “Capacity Building in and Mainstreaming of Sustainable Land Management in Dominica (DOM SLM Project) is an initiative to support sustainable land management in the Government of Commonwealth of Dominica. The project is subject to a Terminal Evaluation (TE) under UNDP and GEF Monitoring & Evaluation (M&E) policies and procedures.

The present report constitutes the TE of the Project and has been elaborated by the independent consultant Elena Laura Ferretti in August-September 2013. The TE has been conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects<sup>1</sup> and the ToR ([Annex A](#)). It entailed a very well prepared home-based preparation period, a field visit with a few days in Barbados where the UNDP office is located and a few days in Dominica and a final reporting period; the final report has been submitted in September 2013.

The purpose of the evaluation is to assess the achievement of project results, and to draw lessons that can improve their sustainability as well as aid in the overall enhancement of UNDP/GEF programming. Where possible, it also identifies lessons for other similar projects in the country, the OECS area and elsewhere.

As required by UNDP/GEF and generally used in international evaluations, the criteria of relevance, effectiveness, efficiency, sustainability, and impact apply; the nature of the project makes mainstreaming fundamentally relevant. Evaluation questions were drafted during the inception phase, according to these criteria and based on the questions already suggested in the TOR.

### **1.2 Scope and methodology**

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The TE aimed at collecting and analyzing data in as much as possible systematic manner to ensure that all the findings, conclusions and recommendations are substantiated by evidence.

The rationale of the Consultant’s approach included: i) a qualitative evaluation based on the collection of primarily secondary data, documents and information analysis, Logframe and M&E system analysis supplemented by interviews to relevant stakeholders and the participant observation; ii) an analysis based on the five standard evaluation criteria (relevance, effectiveness, efficiency, sustainability and impact plus mainstreaming) but with less emphasis on efficiency, less relevant at this stage of project development; iii) evaluation findings assessed at both national and local levels; iv) search for key informants; v) a well prepared desk phase, considered key to the success of the mission; vii) respect of the Code of Conduct for Evaluation in the UN System. The approach developed in four phases:

- a) Preparation Phase: a home-based desk review of basic documentation and literature ([Annex B](#)) provided by the Project and obtained through a web research; first identification of gaps of information; preparation of the evaluation design (evaluation questions, proposed methods, sources of information and data collection procedures ([Annex C](#)); elaboration of the Inception Report, submitted to the UNDP Barbados Country Office (CO) on August 10<sup>th</sup>, 2013. It included the tentative schedule of the field mission with identification of relevant stakeholders to be interviewed (authorities, experts, partners, beneficiaries, stakeholders) ([Annex D](#): final mission schedule and people/institutions interviewed). In consideration of envisaged difficulties in organising meetings for an upcoming event taking place in

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<sup>1</sup> As per GEF requirements, a terminal evaluation shall be conducted within six months before or after project completion.

Barbados where officials from both UNDP and the Government were supposed to participate, during the preparation phase, skype and telephone interviews were conducted, a first analysis of the original Logframe and the revised planning made as well as an already in-depth study of all documents available ([Annex E](#) original and revised Logframe);

- b) Field Phase: to undertake interviews with relevant stakeholders, visit local communities, analyse findings, and discuss the preliminary conclusions and lessons learnt with the project management, steering committee members and UNDP staff. The process has been participatory to ensure the contribution of stakeholders and beneficiaries to the analysis of the context, of the data and information collected and generally of the outcomes achieved. A wrap up meeting took place with staff from the Dominica Environmental Coordinating Unit;
- c) Draft reporting phase: a draft report has been submitted at the end of the field mission, September 3<sup>rd</sup>, 2013 according to the guidelines provided in the TORs and organised around the five evaluation criteria, including mainstreaming;
- d) Final reporting phase: following comments received (on September, 10<sup>th</sup>, 2013), the final report has been prepared, including the provision of ratings to assess project relevance, effectiveness and efficiency as well as the quality of the M&E system as per GEF requirements ([Annex G, Rating Table](#)).

### 1.2.1 Limitations and elements of attention

Some critical elements have to be considered in reading this report for the way in which they may have affected the evaluation process and findings:

- difficulties were encountered in setting up interviews with stakeholders for different reasons: i) the Project terminated almost one year ago and some of the key players were not available either because no longer in their roles or because out of the country, among others the National Coordinator and the Assistant National Coordinator, ii) the Terminal Evaluation of the Barbados and the Dominica SLM projects were done in parallel challenging the organisation of the schedule of meetings; in addition iii) the mission coincided with the Third SIDS Global Inter-Regional Conference in Barbados and both UNDP and Government officials were extremely busy with organisation and participation in the event; in particular, the Director of the Environmental Coordinating Unit had plans to participate in the Conference and therefore the initial interview would have taken place in Bridgetown; unfortunately at the last moment his participation was not confirmed and therefore the meeting took place in Dominica the next week but for a shorter period of time;
- a non systematic and structured utilization of the Logframe as both a planning and a monitoring tool which impeded a better measuring of indicators and targets;
- in some cases, the analysis of impact may encounter difficulties of “attribution” considering exogenous factors which are not necessarily attributable to the Project as different and highly synergetic activities were implemented in the same period.

A very well prepared desk phase, involving as many skype interviews as possible with people available but that would not be present in the island and an in-depth study of project documentation, counterbalanced these above mentioned limitations ; unfortunately it was not possible to reach the National Coordinator. Flexibility in arranging interviews within the two countries was provided to a maximum extent but limited by the number of days assigned to the field mission and the urgency to conclude the assignment.

## 2. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

### **2.1 Description of the project**

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The DOM SLM Project was approved under the GEF land degradation focal area, Operational Programme (OP) 15 and Strategic Priority (SP)1- Capacity Building as part of the LDC-SIDS Global Targeted Portfolio Approach for Capacity Development and Mainstreaming of SLM. It was designed under a Project Development Facility grant from GEF (PDF A). The Project Document was signed in April 2008.

The Goal of this project is to *Ensure that agricultural, coastal, forestry and other terrestrial land and resource uses in Dominica are sustainable, thereby allowing for the maintenance of productive systems that assure ecosystem productivity and ecological functions while contributing directly to the environmental, economic and social wellbeing of the people of Dominica.*

The overall objective is *“To develop capacities for sustainable land management in appropriate government, civil society institutions and user groups, and mainstream sustainable land management considerations into government planning and strategy development”.*

The Project was implemented through the Environmental Coordinating Unit (ECU) currently under the Ministry of Environment, over a period of four years beginning April 2008 with a total budget of US\$ 1,008,300 of which US\$ 500,000 would be the GEF increment. The initial Government endorsement was done in 2007; in the same year the Delegation of Authority was made. The original planned closing date was December 2010 but implementation delays caused the project to effectively end in August 2012.

The five outcomes of the Project are consistent with those of the GEF Global Targeted Portfolio: (1) SLM mainstreamed into national development policies, plans and regulatory frameworks; (2) Individual and institutional capacities for SLM enhanced; (3) Capacities for knowledge management in support of SLM developed; (4) Investment planning and resource mobilization for implementation of SLM interventions elaborated; (5) Adaptive management and learning.

The analysis of the land degradation and land management situation in Dominica led project designers to the conclusion that: *“Without the GEF alternative, there will likely be limited change in individual, institutional and system capacities and SLM considerations will not be adequately integrated within productive sectors to effect mainstreaming within national development planning. There would be continued duplicity of planning structures .... Inadequate levels of investment will prevail...”*(Page 32 PRODOC). The project was to produce clear national benefits by increasing the stakeholders’ awareness about the causes and impacts of land degradation possibly leading to the adoption of SLM practices contributing to the national goal of alleviating poverty especially for the poorest indigenous communities. At the institutional level, increased awareness and improved individual, institutional and systemic capacities would lead to an enhancement of inter-agency coordination, revision of legislation and policies to better address SLM issues and more focused and tailored investments in the field.

As the PRODOC stated *“Global benefits will be generated indirectly as the enabling environment leads to formulation of projects with on-the-ground investments in improved practices and directly as SLM is taken into consideration at the policy and institutional levels. The project will contribute to knowledge sharing on mainstreaming SLM in SIDS, contribute to the global pool of ecosystem function. Conservation of forest lands will contribute to global efforts aimed at conservation of biodiversity and enhancement of carbon sequestration in mitigation of the impacts of global warming on climate change. It will assist in meeting the country’s commitment to the MDGs for environmental sustainability and poverty alleviation”.*

## 2.2 Basic environmental and socio-economic background

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Dominica has an average population of 69,000 persons of which about 14,800 are in the capital city Roseau, making it one of the least populated countries in the OECS. The country is highly dependent on agriculture, which accounts for 70% of total export earnings and 60% of the nation's food requirement; however Dominica is predominantly mountainous and volcanic (85% of the land); as a result only a small percentage of the land is suitable for agriculture; in addition it is plagued by natural disasters, landslides, floods and coastal erosion. Land and water resources degradation has been driven mainly by indiscriminate clearing of forests in environmentally fragile areas (steep slopes underlined by erodible soils within high rainfall zones) and subsequent replacement by intensive agricultural cultivation. In addition, poorly managed mining and quarrying operations and expansion of settlements also contributed to land degradation. Highly exposed to climate and natural hazards, drought events and seismic activities, the small open economy of the country is highly vulnerable to external shocks. Agricultural and crop production play a significant role in the overall social and economic development; the previous dependence on banana production has slowly decreased as the preferential European market access arrangements (basically with the United Kingdom) were lost and different crop and root cultivations were introduced. Poverty is high compared to Caribbean standards; poverty eradication is a strategic priority of the national development strategies.

The quite inaccessible topography of the country helped protecting the abundant and diverse flora and fauna which sustain the promotion of eco-tourism in the so called "Nature Isle of the Caribbean". Despite being considered one of the top ten dive sites in the world, tourism developed at a slower pace than in other Caribbean countries due to lack of the classical white sand beaches, luxury hotels and an efficient road network.

## 2.3 The DOM SLM Project policy and legislative framework and main stakeholders

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Since the DOM SLM Project was designed between 2005 and 2006, significant legislative and administrative changes occurred. At project design, no overarching national environment policy was in place and the responsibility for environmental management rested mainly with the ministry of agriculture and its different divisions. The main identified barriers to SLM in Dominica related with: i) a fragmented approach to environmental and sustainable land management, ii) no central coordinating entity with technical and policy oversight for land development across all sectors and therefore planning tended to be sector-driven and agencies were operating in an isolated manner, iv) gaps and overlaps in legislation and in institutional mandates, v) lack of human resources and of capacity especially for effective decision-making and for valuing ecosystem services, vi) a private sector not sufficiently integrated in the process of environmental management, vii) bulk of state investment directed to poverty alleviation, health care and education with little devoted to SLM; viii) shortage of and inaccessibility of scientific data.

In 2006, the **Growth and Social Protection Strategy (GSPS)** for poverty reduction and socio-economic development was the leading planning document; it recognized the need for the sustainable use of natural resources focussing on deforestation and soil erosion. The document has been updated and the third medium term strategy is currently in place for the years 2012-2014; prepared through broad public, private and civil society consultations, it reflects Government's commitment to engage all stakeholders in the development process; neither a development nor an operational plan, it is intended as a framework guide and focuses on the economic interlinkages between agricultural, environment and forestry. The **National Adaptation Strategy (NAS)** was prepared in response to the changes to the EU's import regime for bananas which greatly affected the economy. **Dominica's draft National Forest Policy document** seeks to guide the sustainable management of its forest resources; it covers all forested areas of the country and the policy goal is *"to guide the conservation, protection, management and use of the nation's forest resources while ensuring that the productive capacity of the forests for goods, products and services is maintained or*

enhanced for present and future generations". The **Tourism 2010 Policy** articulates the objectives of this important driver of national economic activity, based on nature or eco-tourism.

During the 1990s, the country became party to the UNFCCC, UNCBD, UNCCD and the POPs among other international conventions. The initial **National Communication to UNFCCC** was done in 2001; the first **National Biodiversity Strategy and Action Plan (NBSAP)** was approved in 2002 and is currently under revision. In 2004 **Dominica's Climate Change Adaptation Policy and Action Plan** and the national **Biosafety Strategy** were prepared while the **Dominica National Implementation Plan (NIP) for POPs** and the **Report on Dominica's National Capacity Self Assessment (NCSA)** date 2006. The **National Action Plan to Combat Desertification (NAP)** has been elaborated but it is not a full-fledged document guiding SLM.

In terms of institutional framework, the responsibility for environmental management which largely rested within the portfolio of the previous Ministry of Agriculture, Fisheries and Environment (MoAFE) is today conferred to the new **Ministry of Environment, Natural Resources and Physical Planning and Fisheries (MoE)**; the **Environmental Coordinating Unit (ECU)** established in 1999, currently under this Ministry, is tasked with coordinating environmental activities in Dominica and serves as the technical focal point for the implementation of all Multilateral Environmental Agreements (MEAs) to which the country is signatory. The Unit interfaces with all state institutions and non-governmental stakeholders for the purposes of its mandate and has been the executing partner of the DOM SLM Project; over time its role has changed to assume the task of coordinating the once very fragmented agencies operating in the country. The vision of ECU is *"to see Dominica at the forefront of sustainable environmental management in the Caribbean. The achievement of this would be through environmental education and awareness of the general public and decision makers, and the legislating of an Environmental Protection Act and the enactment of the ECU into an Environmental Protection Agency"*. Its key functions include to: i) advise government on the development of coherent environmental policies, ii) promote interest, and encourage public participation in environmental matters through public awareness activities, iii) serve as the focal point for international agreements on environmental issues and monitor compliance, iv) disseminate information on the environment, vi) undertake basic research and coordinate studies on environmental impacts of development projects, vii) liaise with other government and private sector agencies on issues that impact on the environment. ECU publishes an annual Calendar which showcases the beauty of Dominica, highlights activities undertaken by the unit in the previous year and makes users aware of various days dedicated to the observance of varying environmental themes.

Under the same MoE other key partners are the **Physical Planning Division** (previously under the Ministry of Housing, Lands, Telecommunications, Energy and Ports) and the **Fisheries Division** (promote, research and manage fisheries, protect and manage marine reserves and the coastal zone). The **Forestry, Wildlife and Parks Division** (protect and manage forests and wildlife, watershed management, develop and manage parks) and the **Division of Agriculture** (promote and manage sustainable agriculture and agricultural research) are under the Ministry of Agriculture (MoA). The **Lands and Surveys Division (Ministry of Housing, Lands, Telecommunications, Energy and Ports)** is charged with surveying, mapping, administering and sale government lands as well as regulating mining.

Local communities through the Village Councils have an extremely important say in the country's administration and an historical role in planning and implementing development activities; their livelihoods are almost entirely dependent on land and biodiversity mainly through agriculture, fisheries and tourism.

The legislative framework was extremely fragmented at project design with many laws in place but without a harmonious or coherent framework. Changes in this area are one the main result of this SLM project and are reported in the following chapters.





## 3. FINDINGS

### 3.1 Project Design / Formulation

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#### 3.1.1 Project logic and strategy

Designed between 2004 and 2005 using a GEF PDF A grant under the LDC-SIDS Global Targeted Portfolio, the DMC SLM Project was perfectly aligned with policy requirements and natural resources conservation and livelihoods needs. The original budget amounted to US\$ 1,008,300 of which US\$ 500,000 by GEF (including the amount spent for PDF A), US 186,250 from Government plus US 322,050 from other partners' co-financing.

An Inception Workshop was held in August 18<sup>th</sup> 2008; originally envisaged to be implemented over a period of three years, the Project was extended until June 2012. An independent Mid-Term Evaluation (MTE) to assess project's progress to date and suggest recommendations for the remainder of the implementation was carried out in September 2010.

Designed to mainstream SLM into decision-making, the Project has maintained its relevance with relation to local and national planning objectives, legislation revision and promotion of sustainable management of resources. The design was relevant and appropriate; it has remained substantially unchanged in terms of objectives and outcomes aiming at improving the conditions for SLM by building capacities for management, increasing availability of information to support decision-making, mainstreaming SLM into sectoral policies and programmes, strengthening agencies' coordination, increasing awareness and ensuring better financing for SLM. Originally it envisaged 5 outcomes and 18 technical plus 3 managerial outputs; planning was revised when management undertook a revision of documents and legislation to identify Priorities for Action according to the situation in the country and at the time implementation effectively started. The changes operated to the Logframe were approved by the PSC and tacitly from UNDP/GEF in approving the inception and progress reports. The new planning maintains the 5 outcomes (GEF rules are strict in this sense) but identified only 3 major *outputs* which are related to the 5 outcomes in a cross-cutting way, making comparison with the original planning quite difficult (there are 3 outputs for 5 outcomes which is clearly inconsistent). Although overall there are incoherencies and the revised Logframe is not conventionally designed, the revision proved practical in terms of operations, evidencing that experts were clear about the way forward. Given the mentioned difficulties of comparison, the analysis of the Logframe (reported in [Annex E](#) and [Annex G](#)) evidences:

- **Goal:** unchanged, correctly expresses the need to ensure that land and resource uses in the country are managed in a sustainable way in order to contribute to reversing current global trends in land degradation to the environmental, economic and social benefit of the people of Dominica.
- **Objective:** unchanged, correctly expressing the need to develop capacities for SLM and mainstream SLM into planning.  
**Purpose indicators:** two performance indicators with three targets were originally identified: while the first indicator and the first two targets are appropriate, the elaboration of the NAP would find a better place at the outcome instead than at the objective level.
- **Outcomes and relative outputs:** the original design identified outcomes appropriately; certainly the number of outputs was excessive. The revision oversimplifies planning, identifying only 3 outputs which are related to the 5 outcomes in a cross-cutting way. Consequently, it is not possible to analyse outcomes/outputs against the original Logframe; although much of the original planning ideas have

been lost with the revision, the underlying reasoning was a practical approach to what was considered feasible in the country, in the current development context and with the available financial resources.

- **Indicators:** the indicators identified in the planning matrix attached to the revised Workplan approved by the PSC are not well formulated: they are simply another way to express outputs, they do not really express a target, are not time-bound and insufficient to effectively monitor the performance. These are better placed at the objective level. The POA 2012 includes a matrix with additional indicators which are more detailed but also not completely appropriate to the new planning.
- **Budget:** no changes have been made to the allocation of funds to each outcome:
  - Outcome 1:** US\$ 216,500: GEF US\$ 56,750; Co-financing US\$159,750 (Gov., EU, USAID, FAO, GM)
  - Outcome 2:** US\$321,950: GEF 210,850; Co-financing US\$111,000 (Gov., USAID, FAO)
  - Outcome 3:** US\$174,800: GEF 92,850; Co-financing US\$81,950 ( Gov., EU, USAID, FAO)
  - Outcome 4:** US\$42,050: GEF 36,750; Co-financing US\$5,300 (Gov.)
  - Outcome 5:** US\$236,000: GEF 87,800 (including M&E); Co-financing US\$148,200 (Gov.).

Overall there is an oversimplification of the planning, quite some confusion in the names given to outcomes, outputs and targets. The revised planning proved a practical tool, easy to grasp by all stakeholders but an insufficient tool for monitoring. Annex G attempts to report on performance achieved.

### 3.1.2 The management of risk

As reported by the MTE, Risk and Assumptions identified during project formulation fell into three groups:

- 1) Sustained political support for the process: Dominica faced a national election early in the implementation of the Project and there were concerns that a change in government could result in a shift in land policy; however the government returned to power and the risk of change was averted. Measures taken to avoid disruption to implementation were well taken by management and in the end, there was minimal delay that could be attributed to the elections. Overall the Project benefitted from sustained political support as the MoE speeches with relation to the new draft environmental legislation testify. Lack of human resources is a major issue in the country and ECU is a very small unit; it is therefore relevant that staff turnover has not affected the Project and that busy multitasking persons were able to provide all possible efforts to ensure a smooth implementation.
- 2) The realization of financial commitments: The way co-financing to the Project has materialized is difficult to ascertain; it is assumed that in kind government co-financing has been provided although information is not available on how this was valued; other agencies co-financing is not confirmed but there are and there have been various projects complementing/sustaining some of the SLM Project activities (among others, the GEF SPACC Project and the World Bank Strategic Program for Climate Resilience). Government's interest and commitment to the future allocation of funds to the sector is confirmed but it may be limited by the difficulties resulting from the global economic crises as well as from internal challenges. It is critical that the investment climate remains favorable and that the private sector becomes a fully involved partner in natural resources management.
- 3) Willingness of agencies to share information and to support the SLM initiative. The willingness of relevant institutions to collaborate for the integration of SLM and for sharing data is confirmed; meetings held testify of a collaborative environment among agencies and enthusiasm for results obtained both at government and middle management level as well as among communities involved in the various processes. The traditional way of participating at all levels is a major element of success of this Project.

### 3.1.3 Stakeholder involvement and Project Management Arrangements

The DOM SLM Project is a Medium-Sized GEF Project with UNDP as the GEF implementing agency and the Government of Commonwealth of Dominica responsible for execution through its Environmental

Coordinating Unit, in collaboration with line ministries and involved agencies. Project management arrangements included:

- **ECU:** project execution in partnership with line ministries; coordinated activities, policy development and SLM intervening agencies; acted as Focal Point for MEAs;
- **UNDP Country Office:** GEF implementing agency with the role to oversee management, support implementation, manage the GEF budget, monitor implementation; the Regional Coordination Unit in Panama was to provide technical backstopping, advice and troubleshooting if needed;
- **PSC:** the Project Steering Committee, chaired by ECU and integrated by ECU Director, Physical Planning Division, Forestry Wildlife and Parks, MoA with its agriculture and forestry divisions, Lands and Surveys Department, MoF (Economic Unit), Ministry of Public Works, Dominica Water and Sewage Company, a representative from NGOs, UNDP and the Project Coordinator: overall strategic policy and implementation guidance and support; oversight of project implementation and progress; approval of major changes to project plans; forum for stakeholders' input and discussions; conflict resolution; selection of consultants. It regularly met once every three months;
- **Project Management Unit (PMU):** integrated by the **Project Coordinator (PC)** managing overall project implementation supported by an assistant and guided by an experienced international consultant.

The PSC provided for an effective and inclusive participation of stakeholders at government and non-government levels being integrated by senior officers from line ministries as well as civil society organizations. It has met quarterly and it is reported to have provided strategic guidance to the Project. Highly skilled persons were selected to undertake the activities through a consistent, detailed and transparent process. Communication lines between government agencies, implementing partners and stakeholders were clear and messages unambiguous. The previous Director of the Agricultural Division, who unfortunately passed away, is reported to have provided true and effective leadership to the Project.

## 3.2 Project Implementation

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### 3.2.1 Implementation approach and adaptive management

Outcome 5 of the Project deals with implementation and adaptive management; with the exception of the delays occurred due to the late appointment of the PSC by the Ministry, late delivery of some of the national consultant's inputs and some difficulties in following the UN procurement rules, overall project management is rated satisfactorily. The project was managed by a National Project Coordinator supported by a national assistant, an international and various national consultants covering legislation review and drafting of new legislation, GIS and community support. Management is reported to have been effective, with a high level of commitment. The major weaknesses are related with a weak monitoring plan and the short timeframe to reach results in processes which are usually lengthy and require an important effort in stakeholders' participation; great ability was demonstrated in moving forward as things evolved and in adapting to the resources and time available.

The decision to work around the 2010 elections to avoid extended setbacks and the revision made through the identification of priority actions (some activities were found obsolete due to changes in the architecture of the country) proved sound adaptive management actions. This capacity and flexibility allowed the Project to stick to the original objectives while making changes in the approach and in the implementation modalities to make it more tailored to the situation on the ground: needs of the communities, historical capacity of local governments (Village Councils) to mobilise people's participation, very limited staff available in ECU (all paid by on-going projects with the only exception of the Director), other on-going projects with which to create synergies; finding solutions to minimize the risks posed by weather conditions

and institutional challenges. Stakeholders report and the MTE confirmed that this flexibility in management was eventually attenuated by the complexity of UNDP/GEF regulations.

### 3.2.2 Financial planning and expenditures

At endorsement, the DOM SLM Project budget amounted to US\$1,008,300 over 3 years, composed of US\$ 500,000 of GEF funds (including US\$15,000 for PDFA) and US\$508,300 of co-financing of which US\$184,250 from Government (in-kind) and US\$324,050 from other sources (US\$ 89,000 EU: collaboration in the development of the National Land Use Plan (NLUP), US\$200,000 USAID for the collaboration with the Caribbean Open Trade Strategy (COTS) Project, US\$11,750 Global Mechanism for the completion of the NAP and US\$21,300 FAO for collaboration under the National Forest Programme Facility). The Project followed UNDP National Execution (NEX) modality. Financial management went through UNDP utilizing the Direct Payment Request modality for funds disbursement to ensure greater financial accountability and transparency. Direct payments were done during the inception phase. Advances were requested via the quarterly FACE forms; these processes were effectively monitored and controlled by UNDP.

The Project Document reports budget allocations by each of the five outcomes and by the 21 envisaged outputs according to the source of funding. The revised planning did not change the allocations to outcomes and information is not available in terms of allocations to outputs; therefore comparison is difficult. GEF figures remained unchanged, with funding allocated to all outcomes with higher figures for Outcome 2, 3 and 5. The bulk of co-financing in the original budget was allocated to Outcome 1, 5, 2 and 4.

**Table N.2 Budget allocations**

	Initial allocation (million USD)		Final allocation (million US\$) *		Final Expenditures	
	GEF	Co-financing (Gov + other)	GEF	Co-financing	GEF	Co-financing
<b>Outcome 1</b>	56,750	159,750 (11,000 + 148,750)	56,750	NA	NA	NA
<b>Outcome 2</b>	210,850	111,100 (8,800 + 102,300)	210,850	NA	NA	NA
<b>Outcome 3</b>	92,850	81,950 ( 10,950 + 71,000)	92,850	NA	NA	NA
<b>Outcome 4</b>	36,750	5,300 (5,300 + -)	36,750	NA	NA	NA
<b>Outcome 5</b>	87,800	148,200 (148,200 + 0)	87,800		NA	NA

**Table N .3 Co-financing**

Co-financing (type/source)	Other co-financing: (US\$)		Government (US\$)	
	Planned *	Actual	Planned in-kind	Actual
Grants				
Loans/ Concessions	<ul style="list-style-type: none"> <li>• 11,750 GM</li> <li>• 200,000 USAID</li> <li>• 21,300 FAO</li> <li>• 89,000 EU</li> </ul>	<ul style="list-style-type: none"> <li>• 11,750 confirmed</li> <li>• NA</li> <li>• NA</li> <li>• NA</li> </ul>	• 184,250	• Confirmed although information not available on actual value

Quarterly and annual financial reports have been reviewed as well as requests for direct payments to assess compliance with the project document and the UNDP Programme Operations Policies and Procedures (POPP) on Results Management. The analysis of available information on paper and collected through interviews indicates consistency in financial management and reporting: i) project finances were well managed and the entire allocation has been spent with efficiency and above all with effectiveness; ii) financial reporting is consistent with UNDP's rules; as a result of the quality of project personnel and the management of the resources, the Project was consistently rated as satisfactory (S) although some delays in delivery occurred; iii) data are not available on the expenditures per output; iv) some delays occurred in obtaining the advances from UNDP which negatively impacted the progress of the project; v) an audit was conducted in December 2010 and evidenced no issues except for the need to provide for a separate bank account for this Project which was instead managed under the account of another GEF project; vi) information on the value of Government co-financing is not available but it is reported to be in line with

original pledges; vii) there is no updated information on co-financing from other sources apart from the confirmation of the Global Mechanism financing having materialised; no mechanism was in place to monitor the original commitment.

**Table N.4 Total expenditures**

Year	GEF (Allocations) and expenditures (US\$)
<b>2010 and prior</b>	(432,136) 300,173.96
<b>2011 accumulated</b>	(180,000) 131,879.05
<b>2012</b>	(67,175) 59,302.63
<b>Total</b>	<b>491,355.64 (98% of total)</b>
<b>Balance</b>	<b>8,644.36 (2% of total)</b>

### 3.2.4 Monitoring and Evaluation and Communication (\*) Rating: MS

The original M&E Plan envisaged the usual tools in GEF projects. Annual Work plans, PIRs and Quarterly Reports were timely and effectively prepared. There is no information about a Tripartite Meeting having been conducted. The MTE took place in September 2010 and the financial audit in December 2010. There is no indication that the two envisaged surveys to assess stakeholders satisfaction and awareness were conducted. The TE is being carried out and producing the current report. A workshop to reflect on lessons learnt has not been conducted.

A formal M&E system has not been set up and there was not a designated officer charged with project monitoring. UNDP provided for periodic monitoring visits. The outcomes budget has remained unchanged; there is no information that outputs have been budgeted. The Workplan attached to the Inception Report has been used as a monitoring tool; however it appears that monitoring has been done mainly to the activities and not in a structured way with relation to indicators and targets. The revised Logframe was deficient as a monitoring tool and a mix of the old and the new planning has been utilised in the annual PoAs. The MTE recommended the PSC to include in its monitoring checklist some record of how the new knowledge at community level (produced with the elaboration of maps/atlasses, management plans and also sustainable farming techniques) was being used. Although stakeholders surveys were not conducted, the evidence is there, appreciable by the ownership of the communities, the intention to replicate to other areas and in the model being study for application to other small island states.

The filing system is deficient; soft copies appear to have been lost due to failures of the computer on which they were stored. Therefore limited documents have been made available to the Consultant from ECU; in addition the Project Coordinator was not available to eventually complement the issues.

“Pauses to reflect” on the significance of the achievements have not informed reporting; PIRs have been systematically prepared but are not sufficiently informative on indicators and targets. Reporting is generally on the basic operative level without major considerations for the significance of the activities or the possible impact/effects producing. [Annex G](#) is the Consultant’s summary report on achievements.

### 3.2.5 UNDP and Implementing Partner implementation (\*) and coordination Rating: MS

UNDP provided for periodic visits to the Project to ensure activities were kept on track, supervise and support financial management. The GEF budget was managed by UNDP and advances provided through the Face Forms. The flow of funds and the complex rules appear to have challenged project implementation at certain times.

Although relationships appear to have been cooperative, stakeholders report that a different involvement of UNDP with a stronger leadership and logistical support would have supported the Project in a sounder way. Nonetheless UNDP/GEF is the major donor in the environmental sector and has largely contributed to the ECU remaining active; stakeholders praise GEF for the support received and the SLM Project is considered the first one to produce concrete, commendable and appreciated results in the field instead of producing the usual studies full of excellent recommendations but without the possibility to implement them. In the final phase of the Project and even afterwards, a more significant effort from UNDP and from the GEF Regional Office could have and would help the Project to give value to significant results and share the experience as various aspects may provide for a model for other projects and countries.

### **3.3 Project Results**

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#### **3.3.1 Overall results (attainment of objectives) (\*) Rating: S**

The DOM SLM Project should be regarded as an example of a full and significant utilisation of funds to reach consistent and practical results in the areas of SLM planning, sharing of data and inter-agency coordination. In terms of mainstreaming, effects will have to be evaluated when the new bill on climate change, environment and natural resources management will be approved and able to provide for the new overarching and harmonious environmental legislative framework. Nonetheless with due consideration to the lengthy processes this revision entails, results are commendable and will support a common vision on natural resources management with the potential to become a model for other countries.

#### **3.3.2 Relevance(\*) and mainstreaming Rating: R**

The analysis of documents and policies and the interviews with stakeholders confirm the DOM SLM Project as highly relevant. Identified within the LDC-SIDS Global Targeted Portfolio Approach to Sustainable Land Management between 2005 and 2006, the Project was to generate substantial national benefits and indirectly and directly global benefits by mainstreaming and strengthening capacities for SLM. The technical expected outcomes were completely in line with the GEF OP 15 on Land Degradation and particularly with the objectives of strengthening capacities of the Strategic Priority 1 (“Institutional and human resource capacity strengthened to improve sustainable land management planning and implementation and the strengthening of policy, regulatory, and economic incentive framework to facilitate wider adaptation of sustainable land management practices across sectors”).

Hosted by ECU, within the current MoE, the Project has been sustained by high level political support and was perfectly in line with the 2006-2009 UNDP/Government of the Commonwealth of Dominica Country Programme; it was also in line with UNDAF 2005-2009 and the United Nations Sub-regional Analysis of the Development Context in Barbados and the OECS which provided guidance for the elaboration of the new UNDAF 2012-2016. The Project was to create synergies with the EU funded project for the National Land Use Plan (NLUP) and become a point of reference for other SLM related activities. Early in the implementation process, the SLM Project fostered links with all GEF funded and land management related projects in Dominica. Relevance to national priorities has been maintained throughout project development as it is possible to appreciate in the objectives of the GSPS, updated already three times since 2006. The Project was fully in line with the country’s desire of being the “Nature Isle” and of going towards a “green economy”. The Project created synergies with activities undertaken to reduce the vulnerability of the country and provide adaptation for climate change.

The chapters above describing the legal and institutional context and below on Results/Outcome 1) provide updated information of progress made in mainstreaming SLM into policy, programmes and legislation.

### 3.3.3 Effectiveness and Efficiency (\*)

Rating: Effectiveness: HS; Efficiency: S

At the time of the MTE, progress was evaluated as still insufficient and much work was still needed to ensure land management issues really become an integral part of macro-economic policies and plans; delays of implementation should have been anticipated in a country historically lacking human resources. While not fully efficient, the DOM SLM Project has certainly been effective; results evaluated against the revised planning (incomplete in terms of a revised fully operational Logframe, with performance indicators and targets but clearly demonstrating that experts were clear about the way forward) indicate important achievements with relation to the five identified outcomes, although not all with the same degree of effectiveness. Annex G is a summary of achievements utilising a Logframe reconstructed by the Consultant based on documents available; although the reconstruction may be imperfect, it is useful to allow the reader to assess performance. The following comments integrate the table and provide the informed observations of the Consultant, as obtained through documental reviews, interviews and visits.

#### **Outcome N.1 SLM mainstreamed into national development policies, plans and regulatory frameworks**

##### **Output N.1 revised planning: *Comprehensive Environmental and Resource Management Legislation***

Rating: HS

An analysis of **Priorities for Action** was undertaken through an assessment of national strategy documents and International and Regional Multi-Lateral Agreements in terms of environmental legislation and improved community participation to determine priority elements relevant to SLM. A Public Awareness Program was prepared. Two National Consultants (Environmental Lawyers), led by an International Consultant, himself a lawyer and with over 20 years experience in Dominica, were hired to undertake i) a comprehensive legal, policy and institutional review, ii) broad-based consultations and iii) draft legislation in support of mainstreaming SLM into the national development policies.

The review found that:

- i) there are over 105 pieces of legislation relating to the environment and natural resource management; these laws mostly focus on a specific problem rather than taking an integrated approach to sustainable management and tend to be outdated (some dating back over one hundred years);
- ii) there are substantial gaps and overlaps between existing legal mandates for natural resource management amongst various ministries with resultant confusion over jurisdiction roles and no legal basis to ensure functional coordination among line ministries and site specific coordination in the management of natural resources;
- iii) Dominica's physical planning legislation deals largely with terrestrial resources leaving inadequate regulatory control over aquatic, coastal or marine resources;
- iv) all reviews done in the last 15 years in Dominica conclude that comprehensive environmental and resource management legislation is an urgent priority both for the sustainable management of the resources and for meeting Dominica's obligations under the 27 MEAs to which the country is a signatory, climate change among others.

An overarching harmonious legislative body was identified as a major need in the country for the management of all resources. Broad-based national consultations were done, two National Consultative Workshops organised (April 2010 and January 2011) and an Issue Paper elaborated and discussed with representatives from members of the legal community, senior government technical officers, NGOs, the academia and the private sector. Results were forwarded to the Cabinet of Ministers for consideration and approval obtained (August 2011) to initiate the development of a draft comprehensive Environmental and Resource Management Legislation for Dominica through broad-based stakeholder consultations.

Although SLM considerations are not fully incorporated into macro-economic policies and development planning strategies, the participatory process of legislation revision initiated is a major achievement towards this direction; the idea of integrating all policies and legislations under a unique umbrella is becoming a model, appreciated even outside the country and could be replicated in other island states in the Caribbean. In July 2012, the Government of Dominica, in approving Dominica's **Low Carbon Climate Resilient Strategy** and compendium **Strategic Program for Climate Resilient** (SPCR) committed to the adoption of the proposed **Integrated Environmental and Resource Management legislation** by late 2012 in order to regulate development in coastal and watershed areas, prevent pollution and ensure quality, regulate the extraction, conservation of water, and determine sustainable irrigation levels. One year after project closure, momentum has not been lost: the draft Bill has been prepared and it is currently undergoing a process of public review (August-September 2013). Although these are undeniably long processes, the high level political support and the broad-based consultations done and expected before sending it to Parliament give reasons to hope that the Bill will be approved by the end of 2013, early 2014.

Changes occurred during the last years in terms of institutional framework and development of policies and strategies are described in detail in the context chapter above. The GSPS is in its third revision; the document recognises the country's vulnerability to natural disasters and seeks to reduce it through improving disaster prevention and management through a combination of risk reduction, impact mitigation and other measures including the effective implementation of the Physical Planning Act and the Draft National Environment Management Strategy and Action Plan for Dominica. This is the plan articulating environmental management priorities and aiming at improving management of land and sea space (forest reserves, national parks, marine parks and diving areas, fisheries conservation zones), waste management, disaster management and mitigation and adaptation to climate change. The Strategy identified a number of measures to improve the country's capacity for disaster management and a Disaster Management Strategy and Emergency Management Plan are in place. It also envisages to establish a Natural Disaster Contingency Fund to respond to emergencies not only related to hurricanes and volcanic eruptions but also to the frequent earthquakes, landslides, river floods and heavy seas that often cause severe damage to the infrastructure and cause environmental degradation. The GEF Special Programme for Adaptation to Climate Change in the Caribbean (SPACC) has been implemented during the same period of the SLM Project. Dominica's participation in the World Bank funded Pilot Programme for Climate Resilience (PPCR) allows access to grant and concessional climate change resources. Under UNCCD, GM funds were received to complete the NAP; however finances were insufficient to carry on an adequate job and overall the document is unsatisfactory with relation to needs and expectations. It is likely to be revised next year together with the preparation of the fifth national report to the UNCCD Conference of the Parties.

The new proposed legislation envisages a strengthened role for ECU. The Cabinet appointed Unit is small and currently composed of 5 professional staff members, with the Director paid by the Government and all other staff paid by the projects the Unit helps to manage. It is proposed to become a full-fledged legal government agency with a greater mandate over environmental issues. It has fully assumed the role of inter-agency coordination and succeeded in gathering the interest and the commitment of line ministries around the activities of the SLM Project; in the process technicians from the Physical Planning Division, the Fisheries Division, the Forestry and Agricultural divisions and from other ministries and departments increased their capacities to produce and share data and information.

**Outcome N.2 Individual and institutional capacities for SLM developed**

**Rating: HS**

**Outcome N.3 Capacities for knowledge management in support of SLM developed**

**Rating: S**

**Output 2 (revised planning): Community Resource Maps, Vulnerability Atlases and Community Resource Management Plans**

**Output 3 (revised planning):- National Resource Management (Land Use) Plan**



Under the revised planning, Output N.2 and Output N.3 are strictly related to both Outcome N.2 for the training and strengthening of capacities and to Outcome N.3 for the production of maps, atlases, plans and the integration of spatial data into a national GIS system. A Public Awareness Program was designed with National and International Consultants, including a National Community Land Use Planner. The National GIS Specialist undertook an assessment of existing LIS capacity, identified overlaps and gaps, determined needs (inclusive of integration/harmonization issues).

In collaboration with various institutions and with the GEF/World Bank SPACC Project, a *Handbook for Community Resource Mapping, Vulnerability Atlases* and Community Resource Management Plans were developed, based on international best practices. A training-of-trainers program was utilized, the Handbook tested in the field and used to train over 100 people including extension officers from Departments of Agriculture, Forestry, Fisheries, Environment, Physical Planning as well as members of the Village Councils (Local Government) to coordinate the development of Community Maps, Vulnerability Atlases, and Community Resource Management and Climate Change Adaptation Plans in 10 vulnerable communities in Dominica<sup>2</sup>. The process was highly participatory, with extension officers, local residents and Village Councils effectively collaborating. Plans incorporate both terrestrial and marine/aquatic components. The partnership with the SPACC project resulted in a very good example of collaboration and synergistic work among GEF projects; laminated 48inch x 36inch copies of these vulnerability maps and adaptation plans were produced and printed for distribution to the participating communities.

GPS and other equipment purchased is utilised to establish the SLM Central Database in the Department of Physical Planning, where all GIS-based datasets held by different government agencies were all relocated. GPS equipment is owned by ECU but frequently lent to other ministries when needed thanks to the training each agency received; this is a very significant advance in capacity. GIS zoning maps and spatial data utilised to produce Community Resource Management Plans/Maps/Atlases are informing the National Physical Planning Process in order to prepare the National Physical Development Plan and a National Land Use Policy; an interagency protocol/mechanism for data access/sharing and development of data standards was developed (including system management protocols); a training program and training material were prepared on the use of LIS/GIS analytical tools and their application to the National Resource Management Plan. The target was to put in place a computerized land resource information system accessible to users via inter and intranet exchanged protocols with the objective to make information on land tenure, land zoning and land degradation available to policy planners, technical departments and land users. This is a very innovative process in the country where a database was not available before and decisions were taken based on very few available data; in addition not all agencies had access to the same type of information. The activities are currently being supported by both the EU and the World Bank under their programmes.

#### **Outcome N.4 Investment planning and resource mobilization for implementation of SLM interventions elaborated**

**Rating: S**

The original planning was quite ambitious aiming at “major sector incentive regime that includes protocols for fiscal development reviewed and amended and payment for environmental services regime developed and effected”. The intention was to identify and prioritise SLM investment *needs and opportunities*, prepare a priced SLM Investment Plan and coordinate a national workshop for SLM projects financing; however the revised Project planning did not put too much emphasis on the outcome and the MTE considered unlikely that the Project could reach it, noting that “*Dominica is facing major fiscal challenges that occupy the minds of the relevant authorities and from what the evaluator could ascertain SLM issues are not at the top of the agenda. However, the project management team should give greater attention to the development of the incentive instruments so that finance ministry has something to consider when reviewing the national fiscal measures*”.

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<sup>2</sup> Penville, Vieille Case, Calibishie, Marigot, Colihaut, Layou, Campbell, Bagatelle & Fond St. Jean, Soufriere & Galion, Scotts Head & Galion.

Notwithstanding the low consideration given to the outcome, project management proved very effective in mobilizing the interest and resources of various projects and donors around the activities of the project, therefore establishing the ground for sustainability:

- there is the intention to expand the process of preparation of Community Resource Maps, Vulnerability Atlases and Community Resource Management Plans to all communities in Dominica under Component 2 of the US\$16 million **Strategic Program for Climate Resilience (SPCR)** funded under the *Pilot Program for Climate Resilience (PPCR)* which is part of the *Strategic Climate Fund (SCF)*, a multi-donor Trust Fund within the *Climate Investment Funds (CIF)*;
- the experience of community engagement in preparing SLM Maps/Atlases/Plans is being promoted as a model for other Caribbean countries by the Caribbean Community Climate Change Centre (CCCCC);
- under Component 1 of the US\$16 million of the mentioned **SPCR**, the SLM Central Database will be used as the platform to develop a Water Resource Inventory (surface and ground water resources), water balance assessment, monitoring of water resources and establishment of automatic *hydro-met and coastal monitoring stations* (in collaboration with activities developed in the Caribbean with the European Union Africa Caribbean Pacific (EU-ACP) project); these processes will support the establishment of community early-warning systems (under Component 3 of the SPCR) and an Integrated Resource Management Plan, taking an **Island Systems Management (ISM)** approach<sup>3</sup>;
- under a US\$1 million project funded by the Caribbean Development Bank (CDB), the SLM Central Database will be used as the platform to develop a *National Physical Development Plan* and a *National Land Use Policy* for Dominica which will guide development for the next 20 years. These documents, which will provide principal land use guidance as well as strategies to manage climate change impacts, will: i) largely draw from the community vulnerability atlases and adaptation plans done under the SLM Project and continued under component 2 of the SPCR project; and ii) be complemented by the integration of the outcomes of the SPCR project for the Water Resource Inventory and the Integrated Resource Management Plan;
- under the US\$10 million project under the Adaptation Fund, the SLM Central Database will be used as the platform to develop the soil inventory and the vegetation inventory to be integrated into the Integrated Resource Management Plan, the National Physical Development Plan and National Land Use Policy;
- UNECLAC will support the economic assessment of key sectors as part of Dominica's Physical Planning process. The development of Land Use Capability, and Integrated Resource Management Plan will be informed by outcomes achieved through the SLM project including: i) an increased awareness of the risks posed by the impacts of climate change and climate variability on current and planned land uses; ii) the establishment of the legal and institutional framework for integrated resource management that would ensure the equitable allocation/distribution of land resources across sectors to support current and future demands; iii) the development of community-based adaptation strategies that will rationalize the use of land resources with corresponding enforcement strategies; iv) the creation of the SLM Data Repository and Clearing House so that geo-physical information can be made accessible to all stakeholders, which is to be linked to the GeoNode being supported by the World Bank;
- the GEF Small Grants Programme benefit from the Government of Australia support for the Adaptation Programme and funds will be available to sustaining the activities with community-based maps, atlases and management plans.

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<sup>3</sup> An island (terrestrial and juridical marine area) is viewed as a single coastal entity with a series of inter-related and inter-dependent ecological processes. These processes are impacted by resource-related anthropogenic events, but in order for resource use to be sustained, customised and carefully adapted planning, development and management strategies that are consistent with the complex interactions of an island system, must be employed. The diminutive size of small islands means that development and the physical environment are closely related and interdependent, necessitating an **Island Systems Management** approach to infrastructural and economic development.

### **3.3.3.1 Cross-cutting areas and areas requiring attention**

The **gender dimension** is not reflected in the project document and mostly not in the documents produced during implementation. Interviews indicate an almost equal participation of males and females in the management and capacity development components of the Project as well as in training activities. Gender mainstreaming is not considered an issue in the country and women are found at the forefront of ministries and divisions. There is a Ministry of Social Services, Community Development and Gender Affairs.

**NGOs** play an important role in development planning and implementation; there is usually an NGO representative sitting in each project Steering Committee and in fact this is a requirement for all committees related with the implementation of the multilateral conventions. The Dominica Youth Environment Organisation (DYEO) has collaborated with the SLM Project.

**Climate change** is well established in development thinking; the work developed at local government level entailed community-based vulnerability assessments to ensure adequate measures were identified to reduce vulnerabilities both against hurricanes and volcanic activity as well as the even more common landslides and land degradation events.

### **3.3.4 Stakeholders participation and country ownership**

There is widespread recognition that the success of the activities undertaken and their sustainability was and is highly dependent on the strong and integrated participation of key line ministries, the private sector, the local governments and the communities. The DOM SLM Project was nationally implemented through the ECU. Stakeholder participation has been very good at different levels; coordinated by ECU, the PSC provided the forum for line-ministries and civil society groups to share information, provide guidance and making decisions about the main project activities. ECU was well placed to ensure stakeholders were effectively involved and trust developed for a new sharing of information and the production of quality outputs tailored to SLM. Various agencies participated and collaborated with the project including: the Ministry of Environment, Natural Resources and Physical Planning and Fisheries, the Ministry of Agriculture and Forestry, the Lands and Surveys Department under the Ministry of Lands, Housing, Settlement and Water Resources Management, the Economic Unit of the Ministry of Finance), the Ministry of Public Works, Energy and Ports, Dominica Water and Sewage Company, Village Councils, and community stakeholders.

Good working relationships were established with the local government-level, in particular with Village Councils and community members, which were involved through training and through the effective work done for the production of maps/atlasses and the community-based management plans.

UNDP and the GEF strongly recommended to create/increase synergies between ongoing projects and the SLM project and in turn strengthen inter-agency cooperation in national development planning. UNDP supported a workshop to identify overlaps and opportunities for joint implementation and project management proved incredibly skilled in bringing on board a number of donor and activities as described in the chapter above referring to Outcome 4. The collaboration with the SPACC Project has been particularly fruitful; while the SLM Project provided the training and the use of GPS equipment, the SPACC project produced high quality copies of the maps; these maps are a noteworthy example of what can be achieved through collaboration between GEF projects. Many project documents written during the last years continuously mention the results obtained by the SLM Project with community engagement and the development of the maps/atlasses and management plans. The sharing of information and of the Handbook with other countries' colleagues has fostered South-South cooperation and allowed exchanging of information beyond the country's borders.

### 3.3.5 Sustainability (\*)

Rating: L

All key elements of sustainability are contained in the approach taken by the SLM Project which is integral, comprehensive and truly participatory having entailed processes to produce community-based maps, vulnerability atlases and management plans in parallel with a proposal for a new legislative and management approach to natural resources through the broad-based participation of line ministries, government senior management, communities and the civil society at large. The model is ready for replication; chances that achievements can be maintained in the future are high as they benefit from high political commitment and total ownership from both the agencies and the communities involved. Greater awareness of SLM and integrated resources management has been reached; the need for systematic planning and legislation on natural resources (including land) management is recognised as well as the fundamental need for Dominica to have a national environmental policy backed up by organized data collection and analysis. The effectiveness of collaboration and networking among agencies appear undeniable.

Although an exit strategy as such was not designed, the approach to gather a number of donors and projects around the achievements of the SLM Project calls for sustainability and further impact to be expected. Intended and unintended positive effects should not overlook that much still remains to be done and that the revision of legislation may remain in a vacuum if not translated into effective application and enforcement. This is not an arrival but instead a point of departure which needs to be sustained and strengthened; therefore, a careful monitoring of the processes initiated should be put in place to ensure momentum is not lost and measures are implemented and enforced:

- *The capacity issue remains a major problem:* as many small island states, Dominica has a lack of human resources in general and even more of technically qualified human resources; there are good technicians but they are few in number and therefore difficult to substitute. Further capacity development is needed also for those available; training must be extended to other people and GIS skills improved in those who already received knowledge. In addition to the process of brain drain, the insufficient development of the private sector should not be overlooked as it is a limiting factor in the country's development;
- *Institutional strengthening:* ECU has played an outstanding role relative to the few human resources at its disposal. This Cabinet-nominated body is comprised of the Director paid by the Government and officers which are paid through projects; when projects come to an end, no more staff is available for ECU. The process has been initiated to have ECU nominated as a legal Government department with a clear mandate. Only the continuing application of the training received by officers within the different agencies will prove the soundness of the new knowledge gained. The Physical Planning Division should be carefully monitored in its current process to develop a centralized database and GIS capacity and to elaborate strategies and land use policies with donor funding
- *Legislation approval is the first but not the least step:* the roles and responsibility of agencies must be clear, an overarching environmental policy must follow, plans have to be implemented and laws enforced; land zoning must clearly indicate the different land uses and decisions be respected;
- *Awareness raising* is not a one-time activity and needs to be considered as a continuous process to be carried out at many different levels; this is especially important if the process of maps elaboration and development of community management plans are extended to other communities; all this has to translated into new behavioural attitudes and practices;
- *Financial resources must be made available and collaboration with partners in development maintained:* GEF projects often produce good results with minor resources available for implementation which need to be sustained by a network of donors/projects. The Project was extremely effective in ensuring that financial resources are made available to sustain/expand/implement processes achieved; this is of paramount importance considering that the declining economic situation in recent years caused cutbacks in Government spending and that natural hazards are always there to divert funding already

allocated as new urgent situations emerge. Community-based management plans can only be implemented if funds are made available. GEF Small Grants Programme funding is also available to continue the work of community-based maps, atlases and management plans.

### 3.3.7 Impact

The goal of the land degradation focal area is to contribute to arresting and reversing current global trends in land degradation, specifically desertification and deforestation as seen on the mountainous, volcanic island of Dominica where peoples live on steep slopes prone to landslides. At Project closure, in mid-2012 results were already there in terms of outputs giving hope for future impact. At the time of this TE, in August 2013, the effects which can be appreciated go beyond expectations; processes initiated under the Project are producing evident impacts. Success has been possible thanks to a multiplicity of favorable conditions, among others:

- i) the traditional capacity to mobilize community participation and a strong link of solidarity present in the communities;
- ii) true commitment and high professional skills from management and consultants hired;
- iii) the presence of an international consultant with a long-standing experience in the country, guaranteeing is continued presence and monitoring beyond project termination;
- iv) willingness of agencies to collaborate and share information;
- v) high level political support.

The country and its people eagerly manifest pride for results achieved and the desire to have Dominica maintain its status as the “Nature Isle”; therefore the intention to have practical policy and legislation leading to greater control of land use has always existed. The promotion of community tourism at local village level has created expectations of an enhanced role in decision-making with regards to the use and management of community resources. Capacities have been built at local and government levels, fostering collaboration between officers of the MoA and people in the communities. The availability of public guidelines on SLM practices (the Handbook) is an important tool which can be used for replication to other areas. Community work utilized traditional, local knowledge and concretely empowered individuals and communities by providing a sense of ownership and responsibility over the integrated management of the country’s natural resources. Prior to this SLM Project, communities did not have any form of maps or vulnerability atlases upon which to base development decisions; now visible in most Village Councils, these are tools easy to understand by anyone in the community. Limited awareness of climate change and other pressing environmental risks previously impeded the identification and implementation of measure to reduce vulnerability and increasing disaster preparedness. The Project has raised awareness of climate change vulnerability and site-specific risks both in affected communities and within extension officers of Government Departments. The SLM Project involved 10 vulnerable communities but plans are to cover the entire country under the mentioned SPCR Project (Component 2) as it is recognized that all communities in Dominica are vulnerable. The process has the potential to be shared with other countries and it is becoming a model for replication.

A centralized database for natural resources management and planning is being created within the Physical Planning Division; much remains to be done but funding is secured and greater awareness for data sharing and improved inter-agency coordination for integrated natural resources management is appreciable. Data collected are informing the national physical planning process.

The SLM Project has been utilised as a tool to develop the long overdue and much needed consolidated legislation to manage all natural resources. This legislation revision is a new, innovative and highly/truly participatory process: a draft Climate Change, Environment and Natural Resources Management Bill has been prepared through broad-based consultations and it is currently being presented for public review

before going to Parliament; copies will be sent to relevant stakeholders, placed in police stations and Village Councils and the media will be used to ensure that all views and perceptions are taken into account in the final Bill. This is revolutionary for the Country's environmental legislation and should lead to a true mainstreaming of not only sustainable land but all natural resources management, including adaptation to climate change into national development planning. Land use laws and zoning regulations are urgently needed and it is hoped that by the end of the year, the Bill will have passed. These are clearly complex processes requiring time, the collection of comments from relevant agencies and civil society, the involvement of the media. Once it is approved by Parliament, impact will be unquestionable; an overarching harmonious legislative body for integrated natural resources management instead of many scattered and overlapping laws will ease management and the work of sectoral agencies. Impact will not be limited to the country; it is expected to be the most advanced piece of legislation in the sector in the Caribbean and a possible model for other small islands states.

#### 4. CONCLUSIONS, RECOMMENDATIONS & LESSONS

The SLM Project took an innovative approach to reach true transformational changes which entailed i) the revision of the entire environmental legislation under a unique harmonious and coherent legislative body for sustainable management of all resources; ii) initiating a process to set up a centralised database for the first time in the country following the development of GPS and partly GIS capacities for both officers at the government level and community members (who volunteered to be part of the process of preparation of community-based maps, atlases and management plans); iii) truly participatory processes at all levels which fostered empowerment and ownership of beneficiaries as well as a stronger mechanism for inter-agency collaboration. These achievements were done through an accurate use of funding which was instrumental to mobilise interest and additional resources around the SLM Project; the commendable partnerships and collaboration developed between this project and other projects and partners demonstrate it. The major weaknesses of the Project related to a weak monitoring system and limited time to implement the universal lengthy processes that true transformation legislative and attitudes changes involve.

Stakeholders manifest evident pride for the results obtained; the recognition of the importance of the processes initiated is prevalent in the opinion of relevant actors at both national and local level. For the first time, maps and management plans at village levels were produced in a participatory way; vulnerability atlases have been prepared facilitating disaster preparedness and thus reducing the country's vulnerability to natural hazards. Ownership has been fostered and a good basis for sustainability has been established. Communities were brought on board through capacity training activities and through a strict collaboration with the local governments, that is the Village Councils which are real, respected authorities at local level. The approach to develop community maps and management plans in parallel with the revision of relevant legislation has proved a sound way to reduce possible conflicts. Processes are firmly established in policy and Government thinking; yet there is widespread recognition of the need to integrate results into economic policies, strategies and budgets to ensure sound investments in the natural resources management sector, ensure monitoring of the implementation and enforcement of measures adopted or in the process of being adopted.

#### 4.1 Recommendations for sustainability and replication

**Recommendation 1: Ensure further investment in Capacity Development and that all stakeholders are brought on board**

Capacity development needs are still identified at different levels: i) for line ministries at the technical level to further increase GIS and planning capacities and ensuring standardisation and sharing of data; ii) at

decision-making level to ensure the buying in of the processes; iii) at community level to face eventual turnover in the villages where maps, atlases and plans were developed and in the new communities where there is the intention to expand the activity; iv) efforts are required to ensure that the still very insufficiently developed private sector becomes a true partner in development.

**Recommendation 2: Ensure monitoring and sustainable financing of processes and activities initiated**

All activities developed require careful monitoring to maintain enthusiasm, apply training and implement identified measures. The declining economic activity as a result of the global economic crises require additional efforts in ensuring momentum is not lost and maintenance of the synergy process which links up different partners/donors already implementing or in the process of approving projects which complement and build on the activities of the DOM SLM Project. Ensure financing, implementation and monitoring of the community-based management plans which require both private and public support; Village Councils raise money from the community either through taxes or through the traditional solidarity that both residents and the Diaspora provide; funds are matched by central Government funds. GEF Small Grants funds are also being made available.

**Recommendation 3: Ensure sustainability and further development of the centralised database**

The LRIS and GIS information initiated under the Project should form part of the national planning and development process. A land use plan and policy are being prepared with donor support; completion and implementation must be carefully monitored.

**Recommendation 4: Provide for a lessons learnt participatory exercise and ensure replication**

The GEF Regional Office should ensure that the lessons learnt and the models this project was able to show are shared with other countries in and outside of the region. The Barbados SIDS Conference which took place at the time of this TE could have been a good opportunity to share the results of the Dominica SLM Project; the Minister of Environment participated to the Conference but UNDP and GEF should have taken a stronger leading role in ensuring information availability on the web and a formal network to share experiences, among others the truly participatory approaches taken both for the revision of environmental legislation and for the production of community based maps, atlases and management plans.

**Recommendation 5: Undertake an ex-post evaluation.**

An ex-post evaluation is suggested in a couple of years time to assess impact and future benefits generated by the i) hopefully approved new Climate Change, Environment and Natural Resources Management Bill, ii) development of the centralised database for natural resources planning and management and iii) the implementation of development activities and measures to reduce vulnerability taken at community level.

## 4.2 Lessons learnt

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**Lesson N.1 An effective Inception Phase.**

Quite a long time elapses between projects identification and actual start of activities in the field; project design needs to be tailored to the evolving situation. The DOM SLM Project started with a revision of Priority for Action and although planning has not followed conventional terminology and identification of performance indicators and targets, it appears evident that management was very clear about the way forward. This has ensured a solid and effective utilisation of GEF funding which is traditionally instrumentally used to mobilise processes and other resources.

**Lesson N.2 Adaptive Management, professional and dedicated staff.**

There is widespread recognition that much of the success of the DOM SLM Project is due to the professionalism, dedication and commitment of the staff and the national and international consultants involved. The capacity to adapt to limited timeframe and resources, work around election times and ensure

synergies and linkages were created with other donors and projects are a merit which should be recognised to management. Project achievements are an indication of the professional and dedicated guidance and partnership building efforts undertaken. Last but not least the presence of an international consultant with long-standing experience in the country, ensuring continued support after project closure should not be overlooked.

**Lesson N.3 Sound monitoring, reporting and communication mechanisms.**

The monitoring system has not been as effective as it could have been. Indicators and targets have not been well selected during the revision of planning and have not been appropriately measured. A system to monitor co-financing was not in place. Monitoring needs to be more than a formality required by the client; it needs to be supportive of daily management and provide direction; it should produce data and information to be used to communicate with different stakeholders utilising different and appropriate means. Should monitoring had been sound and effective, Project achievements would have been even more evident and the possibility to share them with other countries and projects in and outside the region would have produced additional results. UNDP and the GEF Regional Office could have played a more significant role in this sense.

**Lesson N.4 Sound participatory approaches to avoid conflicts and reach concrete results**

The development of community maps and atlases as well as community-based management plans in parallel with the revision of the legislation has proved a brilliant and effective approach to reduce conflict to the minimum, to raise awareness and to ensure ownerships and empowerment. Maps, atlases and management plans are sound tools for management but also easy to understand tools for any member of the community.

**L. 5 An integrated approach to capacity development**

Capacity development has very appropriately brought together national and local governments staff as well as members of the community; it has also been linked to the elaboration of concrete and immediately useful results for all participants involved (maps, atlases, management plans). In addition through a training of trainers programme, capacity development can be refreshed/replicated for new members of the community as well as scaled up to other vulnerable communities in the country.

**Lesson N. 6 Continued political support**

A Steering Committee composed of relevant institutions with technical background and decision-making power is essential; the PSC was composed of a multidisciplinary set of persons which provided the required guidance and coordinating role.



**Annex A – Terms of Reference**

## **Annex B – Document consulted/available for consultation**

### **Project documents Dominica**

- Project Document – Capacity Building in and Mainstreaming of Sustainable Land Management in Dominica, UNDP/GEF, 2008
- Project, Inception Report
- Project, Quarterly Progress Report covering the period 01/01/2004 to 31/07/2013
- Project Implementation Reports, UNDP/GEF 2009, 2010, 2011, 2012
- Project Steering Committee Minutes
- Annual Work plans, 2011, 2012
- TOR for National Project Coordinator
- Delegation of Authority, 2007
- Audit Report, December 2010
- Annual Operation Plan 2012
- Financial reports and Face Forms (as available)
- PIMS 3410 LDC SIDS Dominica Activity Performance rev JTR 22 August 2013
- Mr. G. Romilly Dominica SLM First Mission Report (not dated)
- Mr. G. Romilly Dominica SLM Final Report (not dated)
- Dominica SLM Project Issue Paper Integrated Environmental and Resource Management Legislation to Promote Sound Ecosystem Management While Addressing Pressing Environmental Issues (not dated)
- Proposal for Phase One Pilot Project on Climate Resilience (PPCR), Jan 2011
- Climate Change, Environment and Natural Resource Management Bill 2013 (draft)
- Strategic Program for Climate Resilience for Dominica, Climate Investment Funds, April 2012, Meeting of the PPCR Sub-Committee
- Project Mid-Term Review, Sept. 2010
- Sustainable Land Management in Dominica, Handbook for Community Resource Mapping, Vulnerability Atlases and Community Resource Management Plans, UNDP-GEF/Government of Dominica (not dated)

### **Strategy and UNDP/GEF documents**

- United Nations Development Assistance Framework UNDAF 2008-2011 (modified), Barbados and the OECS
- UN Sub-regional Analysis of the Development Context in Barbados and the OECS: guide for the elaboration of the upcoming UNDAF 2012-2016
- Sub-regional programme document for the countries of the Organization of Eastern Caribbean States and Barbados (2005-2009)
- UNDP/Government of Commonwealth of Dominica Country Programme Action Plan (CPAP) 2006-2009
- Third Medium-Term Growth and Social Protection Strategy (GSPS)
- GEF OP 15 Land Degradation
- UNDP Programme and Operations Policies and Procedures (POPP)
- UNDP Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Finance Projects, 2012
- UNDP Handbook on Planning, Monitoring and Evaluating for Development Results, UNDP 2009
- 2012 Key Results 3130: Targeted Portfolio Project on SLM Mainstreaming and Capacity Development in LDCs and SIDS, GEF
- UNDP EEG and GEF Annual Performance Report (APR), Simplified Project Implementation Review (PIR)/Progress Monitoring Template for Caribbean SLM MSPs under LDC-SIDS Global Targeted Portfolio Project, Reporting period: 1 July 2010 to 30 June 2011

## Annex C – Evaluation Questions

Evaluative Criteria Questions	Indicators	Sources	Methodology
<b>Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?</b>			
<ul style="list-style-type: none"> <li>• Were the Project's outcomes consistent with the GEF land degradation focal area/operational program strategies and country priorities</li> <li>• How did the project support the environment and sustainable development objectives of the participating country?</li> </ul>	<ul style="list-style-type: none"> <li>• Existence of a clear relationship between the project objectives and GEF land degradation focal area as well as SP 1- Capacity Building</li> <li>• Degree to which the project supported national environmental objectives</li> <li>• Degree of coherence between the project and national priorities, policies and strategies</li> </ul>	<ul style="list-style-type: none"> <li>• Project documents</li> <li>• GEF focal areas strategies and documents</li> <li>• UNDP Country Programs</li> </ul>	<ul style="list-style-type: none"> <li>• Documents analyses</li> <li>• GEF website</li> <li>• Interviews with UNDP and project team</li> </ul>
<ul style="list-style-type: none"> <li>• What was the level of stakeholder participation/ownership in project design and implementation?</li> <li>• How did the project take into account the national realities, both in terms of institutional and policy framework in its design and its implementation?</li> </ul>	<ul style="list-style-type: none"> <li>• Appreciation from national stakeholders with respect to adequacy of project design and implementation to national realities and existing capacities</li> <li>• Degree of involvement and inclusiveness of stakeholders in project design and implementation</li> <li>• Level of involvement of government officials and other partners in the project design and implementation process</li> </ul>	<ul style="list-style-type: none"> <li>• Project documents</li> <li>• National policies and strategies</li> <li>• Key project partners and stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documents analyses</li> <li>• Interviews with UNDP and project partners</li> <li>• Interviews with relevant stakeholders</li> </ul>
<ul style="list-style-type: none"> <li>• Were there logical linkages between expected results of the project (Logframe) and the project design (in terms of project components, choice of partners, structure, delivery mechanism, scope, budget, use of resources etc)?</li> </ul>	<ul style="list-style-type: none"> <li>• Level of coherence between project expected results and project design internal logic</li> </ul>	<ul style="list-style-type: none"> <li>• Project documents</li> <li>• Key project stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Document analysis</li> <li>• Key interviews</li> </ul>
<ul style="list-style-type: none"> <li>• Did the GEF funding support activities and objectives not addressed by other donors?</li> </ul>	<ul style="list-style-type: none"> <li>• Degree to which the project was coherent and complementary to donor funding.</li> </ul>	<ul style="list-style-type: none"> <li>• Documents from other donor supported activities</li> <li>• Other donor representatives</li> <li>• Project documents</li> </ul>	<ul style="list-style-type: none"> <li>• Documents analyses</li> <li>• Interviews with project partners and relevant</li> </ul>

			stakeholders
<ul style="list-style-type: none"> <li>Has the experience of the project provided relevant lessons for other future projects targeted at similar objectives?</li> </ul>	<ul style="list-style-type: none"> <li>Degree of relevance for future projects</li> </ul>	<ul style="list-style-type: none"> <li>Data collected throughout evaluation</li> </ul>	<ul style="list-style-type: none"> <li>Data analysis</li> </ul>
<b>Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?</b>			
<ul style="list-style-type: none"> <li>Has the project been effective in achieving its expected outcomes and targets (as described in the project document or as modified in approved documents) ? Answer for each outcome</li> <li>In which ways Land Degradation issues are mainstreamed into sectoral institutions and policies?</li> <li>In case the original or modified expected outcomes are merely outputs/inputs, did the Project produced any real outcome? If yes, were these commensurate with the realistic expectations from the Project?</li> </ul>	<ul style="list-style-type: none"> <li>Indicators in project document results framework and Logframe</li> </ul>	<ul style="list-style-type: none"> <li>Project documents</li> <li>Project team and relevant stakeholders</li> <li>Data reported in project annual and quarterly reports</li> </ul>	<ul style="list-style-type: none"> <li>Documents analysis</li> <li>Interviews with project team</li> <li>Interviews with relevant stakeholders</li> </ul>
<ul style="list-style-type: none"> <li>Did the leveraging of funds (co-financing) happen as planned?</li> </ul>	<ul style="list-style-type: none"> <li>Planned vs. actual funds leveraged</li> </ul>	<ul style="list-style-type: none"> <li>Project documents and evaluations</li> <li>UNDP</li> <li>Project team</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Review of files and archives</li> <li>Key interviews</li> </ul>
<ul style="list-style-type: none"> <li>How well were risks and assumptions managed?</li> <li>Are there clear strategies for risk mitigation related with long-term sustainability of the project?</li> </ul>	<ul style="list-style-type: none"> <li>Completeness of identification of risks and assumptions</li> <li>Quality of risk mitigations strategies developed and followed</li> </ul>	<ul style="list-style-type: none"> <li>Project documents</li> <li>UNDP, project team, and relevant stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>
<b>Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?</b>			
<ul style="list-style-type: none"> <li>Was the project cost effective? Was project implementation as cost effective as originally proposed (planned vs. actual)</li> <li>Was adaptive management used or needed to ensure efficient resource use?</li> <li>To what level was the project logical framework and work plans and any changes made to them used as management tools during implementation?</li> <li>Were the accounting and financial systems in place adequate for project management and producing accurate and timely financial information?</li> <li>Were progress reports produced accurately, timely and responded to reporting requirements including adaptive management changes?</li> <li>Was the length of the Project sufficient to achieve outcomes?</li> </ul>	<ul style="list-style-type: none"> <li>Availability and quality of financial and progress reports</li> <li>Timeliness and adequacy of reporting provided</li> <li>Level of discrepancy between planned and utilized financial expenditures</li> <li>Cost in view of results achieved compared to costs of similar projects from other organizations</li> <li>Quality of results-based management reporting (progress reporting, M&amp;E)</li> <li>Occurrence of change in project design/</li> </ul>	<ul style="list-style-type: none"> <li>Project documents and evaluations</li> <li>UNDP</li> <li>Project team</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Review of files and archives</li> <li>Key interviews</li> </ul>

<ul style="list-style-type: none"> <li>• How was results-based management used during project implementation?</li> </ul>	<p>implementation approach (i.e. restructuring) when needed to improve project efficiency</p> <ul style="list-style-type: none"> <li>• Cost associated with delivery mechanism and management structure compared to alternatives</li> </ul>		
<ul style="list-style-type: none"> <li>• To what extent were partnerships/linkages between institutions/ organizations encouraged and supported?</li> <li>• What was the level of efficiency of cooperation and collaboration arrangements? Which methods were successful or not and why?</li> <li>• How could the project have been more efficiently carry out implementation (in terms of management structures and procedures, partnerships arrangements etc?)</li> </ul>	<ul style="list-style-type: none"> <li>• Specific activities conducted to support the development of cooperative arrangements between partners</li> <li>• Examples of supported partnerships</li> <li>• Evidence that particular partnerships/linkages will be sustained</li> <li>• Types/quality of partnership cooperation methods utilized</li> </ul>	<ul style="list-style-type: none"> <li>• Project documents and evaluations</li> <li>• Project partners and relevant stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Document analysis</li> <li>• Interviews</li> </ul>
<ul style="list-style-type: none"> <li>• What changes could have been made (if any) to the project in order to improve its efficiency?</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Data collected throughout evaluation</li> </ul>	<ul style="list-style-type: none"> <li>• Data analysis</li> </ul>
<p><b>Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?</b></p>			
<ul style="list-style-type: none"> <li>• What risks are likely to affect the persistence of project outcomes?</li> <li>• How are these risks likely to affect the persistence of project outcomes?</li> <li>• How will other important contextual factors that are not outcomes of the Project affect sustainability</li> </ul>	<ul style="list-style-type: none"> <li>• Evidence / quality of sustainability strategy</li> <li>• Evidence / quality of steps taken to ensure sustainability</li> </ul>	<ul style="list-style-type: none"> <li>• Project documents and evaluations</li> <li>• UNDP, project staff and partners</li> <li>• Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Document analysis</li> <li>• Interviews</li> </ul>
<ul style="list-style-type: none"> <li>• Did the project adequately address financial and economic sustainability issues?</li> <li>• Are the recurrent costs after project completion sustainable?</li> </ul>	<ul style="list-style-type: none"> <li>• Level and source of future financial support to be provided to relevant sectors and activities after project ends</li> <li>• Evidence of commitments from international partners, governments or other stakeholders to financially support relevant sectors of activities after project ends</li> <li>• Level of recurrent costs after completion of project and funding sources for those recurrent costs</li> </ul>	<ul style="list-style-type: none"> <li>• Project documents and evaluations</li> <li>• UNDP and project personnel and project partners</li> <li>• Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Document analysis</li> <li>• Interviews</li> </ul>

<ul style="list-style-type: none"> <li>• Were the results of efforts made during the project implementation period well assimilated by organizations and their internal systems and procedures?</li> <li>• Is there evidence that project partners will continue their activities beyond project support?</li> <li>• What degree is there of local ownership of initiatives and results?</li> <li>• Were laws, policies and frameworks addressed through the project, in order to address sustainability of key initiatives and reforms?</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Degree to which project activities and results have been taken over by local counterparts or institutions/organizations</li> <li>• Level of financial support to be provided to relevant sectors and activities by in-country actors after project end</li> <li>• Efforts to support the development of relevant laws and policies</li> <li>• State of enforcement and law making capacity</li> <li>• Evidences of commitment by government enactment of laws and resource allocation to priorities</li> </ul>	<ul style="list-style-type: none"> <li>• Project documents and evaluations</li> <li>• UNDP and project personnel and project partners</li> <li>• Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Document analysis</li> <li>• Interviews</li> </ul>
<ul style="list-style-type: none"> <li>• Are there risks to the environmental benefits that were created or that are expected to occur?</li> <li>• Are there long-term environmental threats that have not been addressed by the project?</li> </ul>	<ul style="list-style-type: none"> <li>• Evidence of potential threats</li> <li>• Assessment of unaddressed or emerging threats</li> </ul>	<ul style="list-style-type: none"> <li>• Project documents and evaluations</li> <li>• Risk assessments</li> <li>• Government documents or other external published information</li> <li>• UNDP, project personnel and project partners</li> <li>• Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews</li> <li>• Documentation review</li> </ul>
<ul style="list-style-type: none"> <li>• Is the capacity in place at the national and local levels adequate to ensure sustainability of the results achieved?</li> </ul>	<ul style="list-style-type: none"> <li>• Elements in place in those different management functions, at the appropriate levels (national and local) in terms of adequate structures, strategies, systems, skills, incentives and interrelationships with other key actors</li> </ul>	<ul style="list-style-type: none"> <li>• Project documents</li> <li>• UNDP, project personnel and project partners</li> <li>• Beneficiaries</li> <li>• Capacity assessments available, if any</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews</li> <li>• Documentation review</li> </ul>
<p><b>Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?</b></p>			
<ul style="list-style-type: none"> <li>• Has the project played a catalytic role (e.g. provided opportunities for replication, scaling up or influencing relevant public policies?)</li> <li>• What barriers remain to achieving long-term objectives, or what necessary steps remain to be taken by stakeholders to achieve sustained impacts and benefits?</li> </ul>	<ul style="list-style-type: none"> <li>• Change in capacity: <ul style="list-style-type: none"> <li>i) To pool/mobilize resources</li> <li>ii) For related policy making and strategic planning</li> <li>iii) For implementation of related laws and</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Project documents</li> <li>• Key stakeholders</li> <li>• Monitoring data</li> </ul>	<ul style="list-style-type: none"> <li>• Documents analysis</li> <li>• Meetings with UNDP, project team and project partners</li> <li>• Interviews with</li> </ul>

<ul style="list-style-type: none"> <li>• Are there unanticipated results achieved or contributed to by the project?</li> </ul>	<p>strategies through adequate institutional frameworks and their maintenance</p> <ul style="list-style-type: none"> <li>• Change in the number and strength of barriers such as: <ul style="list-style-type: none"> <li>i) Knowledge about SLM</li> <li>ii) Cross-institutional coordination and inter-sectoral dialogue</li> <li>iii) knowledge of SLM practices used by end users</li> <li>iv) Coordination of policy and legal instruments incorporating SLM</li> </ul> </li> </ul>		<p>project beneficiaries and other stakeholders</p>
<ul style="list-style-type: none"> <li>• How can other ongoing projects and future initiatives build on the successes of this project and learn from its weaknesses in order to enhance the potential for impact.</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Data collected throughout evaluation</li> </ul>	<ul style="list-style-type: none"> <li>• Data analysis</li> </ul>

#### Specific questions for UNDP/GEF

- What type of support UNDP provided for project implementation?
- Was Adaptive Management well applied to the project? How were risks managed?
- Was a M&E system formally set up? How did you monitor project and guide project activities? Was the Steering Committee well functioning?
- Has the Logframe been changed to adapt to delays in implementation and to the evolving situation in the field? Can you provide the last updated version?
- What are the main achievements of the project? How has the Project contributed to influence policy and law making in the country?
- In which way SLM is better mainstreamed into policies, plans and programs? Is the NAP complete, approved, used?
- Capacity development was the main focus of the project; which capacities have been developed at the individual, institutional and systemic level?
- Is UNDP/GEF available to further sustain current achievements? Are there any other initiative in place or in pipeline?
- How were/are relations with other donors/partners? Did co-financing materialize? Government co-financing? By whom and for which amount?
- What should still be strengthened to ensure the initiative does not fail?
- What are the main weaknesses that should be addressed to ensure sustainability of the initiative?
- What are the main lessons learnt from project implementation according to your experience? Did the GEF Regional Office supported the project in knowledge sharing?

#### Specific questions for the PMU and Government officials

- How has the Project contributed to influence policy and law making in the country? How has it influenced mainstreaming of SLM into policies and regulatory frameworks? What are the main achievements? What type of changes took place in legislation? Which laws were developed, changed influenced by the project during the implementation period?
- Is the NAP complete (since when), approved, used? Are guidelines to mainstream SLM in policy, plans and programmes available?
- What activities did you develop to ensure stakeholders participation at both national and local levels ? Were partnership builders effective in their tasks?
- Has inter-agency coordination improved? Are there overlapping mandates? Has the situation improved in the last years?
- Has the Logframe been changed to adapt to delays in implementation and to the evolving situation in the field? Can you provided the last updated version? What are the main changes to the indicators and targets?
- Did you set up a M&E System? If not how was the project monitored? Has the Project Steering Committee well functioned? How was risk managed?
- Did you receive adequate support from UNDP?
- What changes took place in the Government during the implementation period (main changes of policies, changes in the name and roles of certain ministries, changes in legislation)?
- Has the project developed a Communication Plan? How was implemented? How effective were awareness campaigns?
- Has the project developed a Training Plan? What activities were undertaken in terms of training and capacity building at the individual, institutional and systemic levels? Were they effective? How many people and in which field have been reached? How many of them were women? Has training material been developed and is available to trainees? Are needs still present?
- What are the developments in the National Land Use Plan?
- Is the Land Resources Information system created and functioning? How was the system set up? (Explain)
- What are the main achievements?
- How are relations with other donors/partners? Did co-financing materialize?
- What activities took place at local level involving communities?
- What are the main community organization/NGOs? Were they involved and in which way?
- Is the public aware of the project? Was the Media involved in any way?
- Was climate change assessed as an important risk and the project proofed against it?
- Has Government co-financing materialized?
- Is the Government available to further sustain current achievements and not lose momentum?
- Has financial resources for sustainable land management increased? (Specify) Is donor funding available for SLM?
- What should still be strengthened to ensure the initiative does not fail?
- What are the main weaknesses that should be addressed to ensure sustainability of the initiative?
- What are the main lessons learnt from project implementation according to your experience?



## Annex D - Schedule, Itinerary and Institutions/People met: Aug-Sept. 2013

Task	Date – Time	Location	Contact
Preparation	3 <sup>rd</sup> -10 <sup>th</sup> August	Home based	
Presentation of joint Inception Report	10 <sup>th</sup> August	Home-based	
Lloyd Pascal, Dominica ECU Coordinator	10 <sup>th</sup> of August	Phone/Skype	<a href="mailto:ecu@dominica.gov.dm">ecu@dominica.gov.dm</a> Mob. 1 767 295 1796 Office Tel.: (767) 266-5256 Roseau
Reynold Murray, Former UNDP Manager	10 <sup>th</sup> of August	Skype	<a href="mailto:reynold.murray@gmail.com">reynold.murray@gmail.com</a>
Mark Brathwaite, Barbados Project Coordinator?	11 <sup>th</sup> and 16 <sup>th</sup> of August	Skype	<a href="mailto:mabrathwaite@gmail.com">mabrathwaite@gmail.com</a>
George de Romilly, Dominica International Consultant	17 <sup>th</sup> August	Skype/Mail	<a href="mailto:romillyg@istar.ca">romillyg@istar.ca</a>
José Vicente Troya, UNDP-GEF Regional Technical Advisor	21 <sup>st</sup> August	Skype	Tel 1 (507) 302-4636 <a href="mailto:jose.troya@undp.org">jose.troya@undp.org</a>
Travel to Barbados	22 <sup>nd</sup> arriving Fri 23 <sup>rd</sup> August, 14:50pm		
Nicole Scholar, Environmental Officer, MED	Fri 23 <sup>rd</sup> August	Hotel	1st Floor, S.P Musson Building, Hincks Street Tel - 1246-4675708 Mobile 1-246-8233322 <a href="mailto:Nicole.Scholar@barbados.gov.bb">Nicole.Scholar@barbados.gov.bb</a>
Atiba Clarke, Financial Officer UNDP and Cherryanne Hinds, UNDP Programme Officer	Mon 26 <sup>th</sup>	UNDP	UN House, Marine Gardens, Hastings, Christ Church Tel: +1 246 467 6008
Craig Batstone, GeoOrbis	Mon 26 <sup>th</sup>	Hotel	Prior Park House, St. James 1-246.421.6875 Cell: 246.231.5665 <a href="mailto:cbatstone@geoorbis.com">cbatstone@geoorbis.com</a> <a href="http://www.geoorbis.com">www.geoorbis.com</a>
Ryan Als (Brathwaite), National Conservation Commission	Mon 26 <sup>th</sup>	NCC	Codrington Road, St Michel Tel 2303181
Lynette Taylor	Mon 26 <sup>th</sup>	Hotel	<a href="tel:1-246-827-5509">Mobile 1-246- 827-5509</a>
Derrick Oderson	Tue 27 <sup>th</sup>	Consultant Office	Tel. 429-5120 Droiterre Inc, Suite 7, Pine Plantation Road, St. Michael
GIS Working Group	Tue 27 <sup>th</sup>	MED	Rohan Payne, MED; Theron Sealy, TCDPO, Carlos Gilkes, NCC; Phillys Mayers, MoHLRD, Mark Byer, MoA
Ricky Wilson, Project Manager	Wed 28 <sup>th</sup>	Hotel Hilton	<a href="mailto:Ricky.Wilson@undp.org">Ricky.Wilson@undp.org</a>
PSC Focus group meeting	Thu 29 <sup>th</sup>	MED	Kim Downes Agard, MED; Nicole Scholar, MED, Rohan Payne, MED, Charles Yearwood, Drainage; Ryan Als, CNN; Antonio Alleyne, Economic Affairs; Eleanor Jordan, MoT; Nigel Jones, MED
Site visit to reforestation and stabilization programme areas	Thu 29 <sup>th</sup>	Scotland District	Tel (246) 467-5736 <a href="mailto:Kim.DownesAgard@barbados.gov.bb">Kim.DownesAgard@barbados.gov.bb</a>
Travel to Dominica	Fri 29 <sup>th</sup> Aug 7:30 am		
Lloyd Pascal, Director ECU	Fri 30 <sup>th</sup>	ECU	<a href="mailto:ecu@dominica.gov.dm">ecu@dominica.gov.dm</a>
Focus Group meeting with key technical staff	Fri 30 <sup>th</sup>	ECU	Lloyd Pascal, ECU; Adisa Trotter, Agricultural Division; Albert Gallion, Forestry Division; Magnus Williams, DOWASCO; Derrick Theophile and Iyra Gage, Fisheries Division; Kimisha Thomas, ECU.
Visit to Community and Village Council	Fri 30 <sup>th</sup>	Bagatelle community	Lloyd Pascal and representative of the community, responsible for disaster preparedness
Annie Edwards, Planner	Mon 2 <sup>nd</sup> Sept	Hotel	<a href="mailto:Annierose63@gmail.com">Annierose63@gmail.com</a> ; Tel 2777568
Lloyd Pascal, ECU	Mon 2 <sup>nd</sup> Sept	Hotel	Preliminary presentation of findings
Report Preparation	Sat 31 <sup>st</sup> August, Sun 1 <sup>st</sup> September	Dominica	
Travel to Barbados	Mon 2 <sup>nd</sup> September 4:10pm		
Debrief, Report preparation	Wed 3rd September		
Travel to Europe	4 <sup>th</sup> Sept with arrival the next day		

## Annex E –A) Original Project Logical Framework

Project Strategy	Objectively verifiable indicators			Sources of verification	Risks and Assumptions
	Indicator	Baseline	Target		
<b>Goal</b> <i>Ensure that agricultural, coastal, forestry and other terrestrial land and resource uses in Dominica are sustainable, thereby allowing for the maintenance of productive systems that assure ecosystem productivity and ecological functions while contributing directly to the environmental, economic and social well-being of the people of Dominica</i>					
<b>Objective of the project:</b> To develop capacities for sustainable land management in appropriate government, civil society institutions and user groups, and mainstream sustainable land management considerations into government planning and strategy development	Best practices and guidelines for SLM are widely disseminated and used in national development planning, agricultural practices and forestry management	SLM not mainstreamed at the systemic level resulting in ineffective management of land resources	SLM considerations are incorporated into relevant legislative, policy and regulatory frameworks by end of Y3	Published revised legislative and policy instruments in agency reports and in National Gazette	Continued political support for integrating SLM into national development planning
		Low level of capacity within agencies with land management mandates to effectively manage land resources	Individual and institutional capacity building and knowledge management enhancement activities completed by end of Y3	Survey results of agency and other stakeholders	
	NAP formulation completed and approved by Cabinet of Ministers	NAP does not exist	NAP completed by end of Y1	Cabinet decision published in national Gazette	
<b>Outcome 1:</b> SLM mainstreamed into national development policies, plans and regulatory frameworks	SLM considerations are incorporated into macro-economic policies and development planning strategies (via best practices/guidelines for SLM integration based on principles of holistic ecosystem services and landscape management and economic valuation of land degradation)	Guidelines for incorporating SLM into macro-economic policies do not exist; limited capacity to effect mainstreaming process	The Ministries Finance and Economic Planning, Agriculture, Environment and other agencies adopt (and use) SLM guidelines and best practices (including NR accounting) to support physical and economic development planning, and formulating macro-economic policies by mid-Y3	Revised Planning and policy documents (accompanied by relevant SLM economic analyses)	Senior policy and planning authorities are motivated to facilitate the process of integration of SLM considerations into sustainable development plans and strategies; high level political commitment is secured

Project Strategy	Objectively verifiable indicators			Sources of verification	Risks and Assumptions
	Indicator	Baseline	Target		
	The National Land Use Plan is structured around the principles of SLM, and makes specific reference to those principles in strategy articulation.	Most policy instruments (outside of forestry and agricultural resource conservation policies) do not incorporate and prioritize SLM issues.	SLM issues are fully incorporated into the NLUP by end of Y3	Revised NLUP and land zoning documentation (zoning criteria and support guideline annexes).	Funding is mobilized to implement agriculture rehabilitation projects.
	Key national legislation regarding land management and planning incorporates principles of SLM	Most legislative and regulatory instruments outside of Forestry & National Parks Acts) do not incorporate SLM	Incorporation of SLM into key legislative instruments completed by end of Y2	Gazetted new and/or amended legislation	Continued political support and Funds are mobilized
	The final NAP document is approved by Cabinet of Ministers, published and integrated into national development plans	NAP is not completed	NAP completed and approved by Cabinet by end of Y1	Cabinet decisions are published in various media	
<b>Outcome 2:</b> Individual and institutional capacities for SLM developed	Percentage of technical staff from the Ministry of Agriculture (Forestry and Agriculture Divisions), Ministry of Public Works, Ministry of Lands, Ministry of Planning and NGOs adequately trained towards provision of effective technical support and policy guidance on SLM to stakeholders	Inadequately trained personnel in SLM; Agricultural and forestry extension officers provide minimal level of conservation education on SLM to farmers and other stakeholders	At least 25 officers within from Ministry of Agriculture (Forestry and Agriculture Divisions), Ministry of Public Works, and Physical Planning trained in various technical areas of SLM by end of Y1. At least 10 core persons will be trained at advanced level to be trainer of trainers	Two major published guidelines (soil conservation and drainage for agriculture and urban development; soil nutrient management) and a core training manual for resource personnel on SLM.  Agency reports (record of technical services rendered).  Stakeholder survey to indicate that training is being	There is stakeholder consensus for, and buy-in to the process and willingness to participate  Continued political support for integrating SLM into national development planning  Staff turnover does not undermine

Project Strategy	Objectively verifiable indicators			Sources of verification	Risks and Assumptions
	Indicator	Baseline	Target		
				applied on the ground	training efforts  The appropriate environment and incentives are provided to resource persons to facilitate continued provision of services.
	Increase in the number of farmers and other resource users (within construction, commercial, and tourism sectors) that have modified means of economic livelihoods to incorporate SLM principles.	SLM practices are not adopted by farmers and resource users	At least 3 training seminars on SLM held for stakeholders within key economic sector groups (agriculture, construction, tourism, commercial) targeting at least 25 individuals completed by end of Y3. At least 4 capacity-building seminars on project preparation and community participation approaches for community groups and organizations (youth and women's groups) will be conducted by end of Y3	Training and workshop reports/proceedings; training and public awareness material  Stakeholder survey to indicate that training is being applied on the ground	
	Target stakeholders and the general public have heightened awareness of issues of land degradation and approaches for sustainable land management and demonstrate positive behavioral change.	General low level of awareness on impacts of human-induced factors that contribute to land degradation and measures to mitigate land degradation.	National KAP survey conducted within Y1; appropriate SLM awareness programme designed by mid Y2; educational material distributed by end of Y3; at least 80% of respondents polled have heightened awareness of SLM issues by end of project.	Media reports and programmes, project reports, public surveys	

Project Strategy	Objectively verifiable indicators			Sources of verification	Risks and Assumptions
	Indicator	Baseline	Target		
	Lead agencies with SLM responsibilities, specifically the Ministry of Agriculture, Ministry of Housing & Land, Ministry of Planning have resource capacity to render required support for implementing SLM practices and requirements	Low level of investment within agencies for support to SLM	Revised agency TORs/ mission statements / visions that incorporate SLM considerations; Staff compliment of the Ministry of Agriculture, Ministry of Housing & Land, Ministry of Planning increased and budget expanded by end of Y2	New/revised staffing structures, Revised agency mandates and mission statements within the Ministry of Agriculture, Ministry of Housing & Lands, Ministry of Planning budgetary allocations by 2009	
	Inter-agency coordination is enhanced in the interest of promoting SLM through a formal cooperative arrangement with key agencies including the MoAFE, MoHLCP (guided by appropriate administrative frameworks)	Agency (state and non-state) mandates and mechanisms for effective coordination for SLM poorly defined; no formal arrangements for inclusion of NGOs and private sector in land management	Coordinating mechanism between key agencies elaborated by mid Y3	Memoranda of Understanding between agencies, development approval documentation Agency reports (that document extent of stakeholder consultations and cooperation)	
<b>Outcome 3:</b> Capacities for knowledge management in support of SLM developed	Computerized Land Resources Information System (LRIS) established within the Ministry of Housing and Lands (Physical Planning Division) and MoAFE is accessible to users via intra and internet exchange protocols.	Central land information system does not exist; Spatial information systems (GIS) with limited datasets exist in Ministry of Agriculture, Ministry of Lands and Ministry of Planning but not oriented to SLM decision making.	Computerized land information system installed within GIS unit by mid Y3	Computer hardware and software procurement documentation; Consultant reports; MOUs or appropriate instruments establishing terms and conditions for data exchange	Partner institutions willing to collaborate on integrated approaches to sustainable land management and to share access to land information.
	Information on land use, land tenure, land degradation, land zoning in Dominica readily available to policy planners, technical	Land use and land degradation data is outdated compromising effective decision making	Relevant spatial/attribute datasets (land use, land tenure, land degradation, land zoning)	Spatial data sets; Consultant reports; Planning/development application	

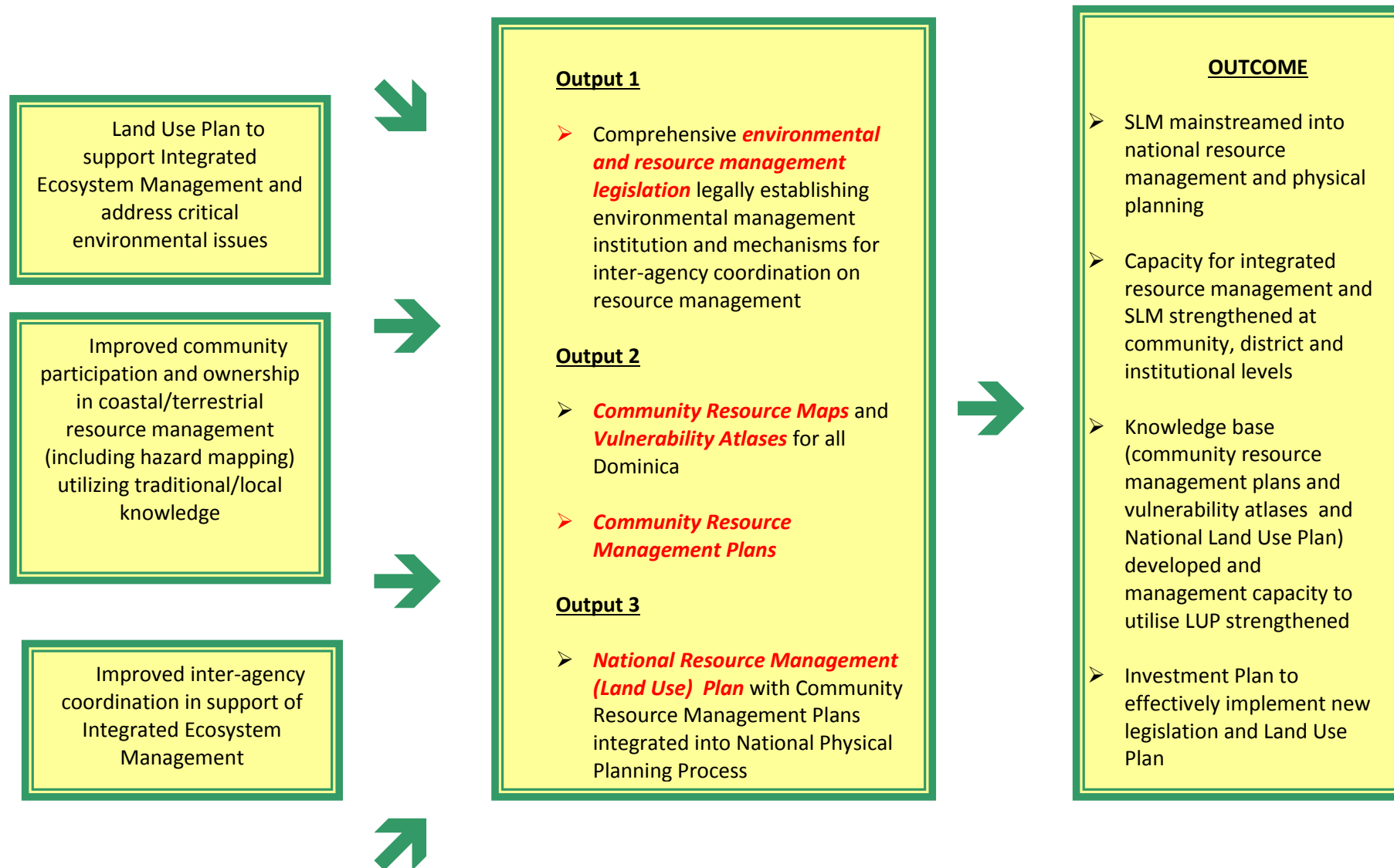
Project Strategy	Objectively verifiable indicators			Sources of verification	Risks and Assumptions
	Indicator	Baseline	Target		
	departments and land users in implementing SLM through an integrated Land Resources Information System (LRIS)	and planning; Land ownership information (spatial) not readily available for land use planning; no comprehensive land zoning information to guide planning; Only the Ministry of Finance & Economic Planning (Physical Planning) has the capacity to integrate imagery into their LIS; Ministry of Agriculture has digitized some survey boundaries of nearly all lands (private and public)	compiled by end of Y3	documentation; MTR, PMU project reports, TAG  Government resource allocation in Estimate of Expenditure (commitment to continued funding for maintenance of the system)	
	Monitoring and evaluation system for state of environment assessment in Dominica is operational and information used to update LRIS in SLM planning	M&E systems on state of land degradation does not exist	M&E protocol for land degradation elaborated based on the UNCCD benchmarks and indicators established by mid Y2	Consultant reports; Land degradation monitoring protocol; GIS data outputs	
	Technical staff in Ministry of Agriculture, Ministry of Housing and Lands , Ministry Finance and Economic Planning and other relevant stakeholder agencies are developing spatial information products for decision making based on agency and stakeholder requirements for SLM planning	Very limited capacity in application of spatial information systems to sustainable land management planning	At least 15 persons from the Ministry of Agriculture, Ministry of Land and Housing, Ministry Finance and Economic Planning and other relevant stakeholder agencies trained in the use of land information systems and specific applications to support SLM in development planning	Spatial planning (GIS-based) methodology for guiding land use based on SLM; training reports;	

Project Strategy	Objectively verifiable indicators			Sources of verification	Risks and Assumptions
	Indicator	Baseline	Target		
			across various sectors by end of Y3		
	Technical staff in Physical Planning Division, Ministry of Agriculture, Ministry of Housing and Lands are using guidelines for operation, maintenance and information-sharing of the LRIS	No guidelines exist for management of spatial information systems	At least 10 officers in Physical Planning Division, MoAFE, Housing and Lands trained by the end of Y3	Published guideline and metadata standards for system maintenance; information sharing policy; training module for operators; training reports	
<b>Outcome 4:</b> Investment planning & resource mobilization for implementation of SLM interventions elaborated	The investment plans in key economic sectors (agriculture, tourism, construction, commercial) incorporate priority actions for SLM as defined in NAP	Sector investment plans in SLM inadequate	SLM investment plans completed by mid-Y3	Sector Investment plans of National Development Corporation (NDC) identifying projects; government budgetary allocation;	Investment climate remains favorable; political commitment continues
	Major sector incentive regimes that include protocols for fiscal development incentives reviewed and amended to include incentives for SLM	No incentive regimes to encourage investment in SLM exist	Incentive instruments approved by Ministry of Finance, Ministry of Trade, NDC-Small business Bureau by mid Y3	Consultant reports Gazette new/revised incentive regimes	Private sector understands importance of SLM and is willing and committed to supporting mainstreaming of SLM into productive processes and decisions
	Payment for Environmental Services (PES) regime developed and effected	No fiduciary mechanisms exist for funding SLM-related interventions; low priority afforded to national investment in SLM	Proposal for a Payment for Environmental Services (PES) regime developed and approved by mid Y3	Cabinet (gazetted) decision; Ministry of Finance budget estimates (institutional and financial mechanisms)	

Project Strategy	Objectively verifiable indicators			Sources of verification	Risks and Assumptions
	Indicator	Baseline	Target		
	Strategy developed to facilitate the mobilisation of resources from Donors.	No funds committed for SLM initiatives	Donor round meeting convened and commitment obtained by end Y3	Meeting reports; commitment documentation	
<b>Outcome 5:</b> Adaptive management and learning	Project Management Unit established and effective	none	PMU is operational within 1 month of Project start-up.	Annual project progress reports  Annual workplans	
	Project implementation guided by monitoring and evaluation programme	None	M+E benchmarks and targets realized	Quarterly Operational and Annual project progress reports; Published annual M+E evaluations; Revised Annual work plans (based on findings of M+E)	
	Documented lessons from project implementation	none	Lessons learnt documentation incorporated into annual progress report	Quarterly Operational and Annual project progress reports	



## B) Revised Planning – Approach and Workplan



## Annex F – Rating Table

<p><b>Ratings for Outcomes, Effectiveness, Efficiency, M&amp;E, I&amp;E Execution</b></p> <p>6: Highly Satisfactory (HS): no shortcomings          5: Satisfactory (S): minor shortcomings          4: Moderately Satisfactory (MS)          3. Moderately Unsatisfactory (MU): significant shortcomings          2. Unsatisfactory (U): major problems          1. Highly Unsatisfactory (HU): severe problems</p>	<p><b>Sustainability ratings:</b></p> <p>4. Likely (L): negligible risks to sustainability          3. Moderately Likely (ML): moderate risks          2. Moderately Unlikely (MU): significant risks          1. Unlikely (U): severe risks</p>	<p><b>Relevance ratings</b></p> <p>2. Relevant (R)          1.. Not relevant (NR)</p> <p><b>Impact Ratings:</b></p> <p>3. Significant (S)          2. Minimal (M)          1. Negligible (N)</p>
<p><i>Additional ratings where relevant:</i>          Not Applicable (N/A)          Unable to Assess (U/A)</p>		

### Annex G – Rating Table Dominica (Logframe as reconstructed by the Consultant based on project documents)

Objective	Performance Indicator/Targets	Baseline*	EoP and current status	TE Comments	Rating
To develop capacities for SLM in appropriate government, civil society institutions and user groups, and mainstream SLM considerations into government planning and strategy development.	<ul style="list-style-type: none"> <li>• Env. legislation in place</li> <li>• Env. management institutions strengthened to support integrated ecosystem/Env. management</li> <li>• Land Use Plan to support Integrated ecosystem management and address critical env. issues</li> <li>• Improved community participation and ownership in coastal/terrestrial resource management (including hazard mapping) utilizing traditional/Local knowledge</li> <li>• Improved inter-agency coordination in support of Integrated Ecosystem Management</li> <li>• Management Plans generate sustainable financing for the community</li> </ul>	<ul style="list-style-type: none"> <li>• No recorded evidence of community resource</li> <li>• No land use legislation exists</li> <li>• SLM not mainstreamed at the systemic level resulting in ineffective management of land resources</li> <li>• Low level of capacity within agencies with land management mandates to effectively manage land resources</li> <li>• NAP does not exist</li> </ul>	<ul style="list-style-type: none"> <li>• A common vision for integrated environmental management (including SLM) shaped and championed among stakeholders</li> <li>• High awareness of need to have integrated environmental and natural resources management legislation and policy</li> <li>• Legislation review and drafting of new Bill has been a broad-based consultative process</li> <li>• ECU in the process of becoming a full-fledged government department</li> <li>• Effective collaboration and net-working among agencies</li> <li>• Physical Planning Division strengthened</li> <li>• Community groups effectively empowered to manage their own resources and using their maps, atlases and management plans</li> <li>• Capacities to produce data strengthened at all both Government and community levels</li> <li>• Decision making better informed for planning and implementation</li> <li>• GEF SLM Project played an instrumental role in gathering interest of donors to continue and sustain results achieved</li> </ul>	<ul style="list-style-type: none"> <li>-Outstanding achievements although the process still on-going in terms of approval of the new legislation, expected by end of 2013: these are long and complex processes;</li> <li>-Need for monitoring and follow up</li> <li>-Need to ensure following application and enforcement of legislation</li> <li>-Need to ensure implementation of community-based management plans</li> <li>- NAP requires further work to make it a useful guide for SLM; to be possibly done next year together with the preparation of the Fifth Report to the UNCCD Conference of the Parties</li> </ul>	
<b>Outcome/Output</b>	<b>Performance Indicator/Target</b>	<b>Baseline</b>	<b>EoP and current Status</b>	<b>TE comments</b>	<b>Rating</b>
<b>Outcome N.1 SLM mainstreamed into national development policies, plans and regulatory frameworks</b>					<b>HS</b>
<b>Output N.1( Revised Logframe) Comprehensive environmental and resource management legislation legally establishing environmental management institutions and mechanism for inter-agency coordination on resource management</b>					

<p><b>Activities revised</b></p> <ul style="list-style-type: none"> <li>-Design public awareness program</li> <li>-Comprehensive revision of legal, policy and instit. framework for env/NR</li> <li>- Present findings of review in National Consultative Workshop</li> <li>-Cabinet approval sought to initiate draft of new legislation</li> <li>-Draft of integrated env./NR management legislation</li> <li>-Present revision, obtain/integrate comments</li> <li>-Prepare Bill of new legislation for presentation to Cabinet</li> </ul>	<ul style="list-style-type: none"> <li>• Environmental legislation to support SLM in place</li> <li>• Environmental management institutions strengthened to support integrated ecosystem/Environmental management</li> <li>• Improved inter-agency coordination in support of Integrated Ecosystem</li> </ul>	<ul style="list-style-type: none"> <li>• A draft land use plan and incomplete legislation available</li> <li>• Guidelines for incorporating SLM into macro-economic policies do not exist; limited capacity to effect mainstreaming process</li> <li>• Most policy instruments (outside of forestry and agricultural resource conservation policies) do not incorporate and prioritize SLM issues</li> <li>• Most legislative and regulatory instruments outside of Forestry &amp; National Parks Acts) do not incorporate SLM</li> <li>• NAP is not completed</li> </ul>	<ul style="list-style-type: none"> <li>-Public awareness program designed</li> <li>-Comprehensive policy, legal, institutional revision made</li> <li>-Review presented to the public and the media in two National Workshop</li> <li>-Issue Paper produced</li> <li>-Approval obtained by Cabinet to draft new legislation</li> <li>-New Bill prepared</li> <li>-Bill currently undergoing public review</li> <li>- NAP completed but not a full-fledged document</li> <li>-Mechanism for inter-agency cooperation in place and cooperation effectively taking place</li> <li>-ECU included in the Bill to become a full-fledged Government institution with a clear mandate</li> </ul>	<ul style="list-style-type: none"> <li>-Outstanding: i) approach is integrated and not limited to land as a resource, ii) due consideration for the specificities of the country, iii) process done through broad-based consultations, iv) approval obtained in all phases of the process</li> <li>-Effects are still manifesting: after one year from project closure momentum not lost and new Bill undergoing public review; expectations to have it approved by Parliament by end of the year (these are usually lengthy processes); positive result almost certain</li> <li>-Need to ensure future application and enforcement</li> </ul>	
<b>Outcome N.2 Individual and institutional capacities for SLM developed and Outcome N.3 Capacities for knowledge management in support of SLM developed</b>					
<b>Output N.2 (Revised Logframe) Community Resource Maps, Vulnerability Atlases and Community Resource Management Plans and Output N.3 (revised Logframe) National Resource Management (Land Use) Plan with Community Resource Management Plans integrated into National Physical Planning Process</b>					

<p><b>Activities revised for Output 2 and Output 3</b></p> <ul style="list-style-type: none"> <li>-Design Public Awareness Program</li> <li>-Training Manual for Managing Land Resources</li> <li>-Handbook for Community Resource Map/ Vulnerability Atlas/ Management Plans</li> <li>-Establish Training-of-Trainers Program</li> <li>-Handbook Site Testing</li> <li>-Assessment of LIS capacity and needs</li> <li>-Identification of overlaps, gaps, needs</li> <li>-Design of appropriate LRIS (GIS/Mapping) within National GIS</li> <li>-Geo-reference community maps/atlasses within GIS database</li> <li>-Develop community maps/atlasses/ plans</li> <li>-Evaluation of modalities for integration of maps/atlasses/plans into National Physical Planning Process to establish National Resource Manag. Plan</li> <li>-Develop interagency protocol/mechanism for information access /sharing and develop data standards</li> <li>-Establish SLM Central Database in Physical Planning Division</li> </ul>	<ul style="list-style-type: none"> <li>• 200 persons receiving training and becoming trainer or trainers; at least 50 workers using skills</li> <li>• Community maps produced</li> <li>• Community vulnerability atlases produced</li> <li>• Community management plans elaborated</li> <li>• Maps/plans/atlasses in use by communities</li> <li>• A national database or LIS</li> <li>• Documented indicators on land degradation</li> <li>• Physical Planning Division integrate maps/atlasses/plans into National GIS</li> <li>• Physical Planning Division integrate maps/atlasses/plans into National Physical Development Plan</li> <li>• Ownership of the community resources by the community and direct benefit from the use of the resources to the community</li> </ul>	<ul style="list-style-type: none"> <li>• There are less than 20 extension officers</li> <li>• Some designated protected and farm areas exist but no database for management</li> <li>• Inadequately trained personnel in SLM; Agricultural and forestry extension officers provide minimal level of conservation education on SLM to farmers and other stakeholders</li> <li>• SLM practices are not adopted by farmers and resource users</li> <li>• General low level of awareness on impacts of human-induced factors that contribute to land degradation and measures to mitigate land degradation</li> <li>• Low level of investment within agencies for support to SLM</li> <li>• Agency mandates and mechanisms for effective coordination for SLM poorly defined; no formal arrangements for inclusion of NGOs and private sector in land management</li> <li>• Central land Information system does not exist; Spatial information systems (GIS) with limited data sets exist in Agriculture, Land and Surveys, Town Planning Department and the Coastal Zone Management Unit, but datasets are not oriented to SLM decision making</li> <li>• Land use and land degradation data is outdated compromising effective decision making and planning;</li> <li>• Land ownership information (spatial) not readily available for land use planning; no comprehensive land zoning information to guide planning;</li> <li>• Only MoF&amp;EP has capacity to integrate imagery into their LIS; MoA has digitized some survey boundaries of nearly all lands (private and public)</li> <li>• M&amp;E systems on state of land degradation does not exist</li> <li>• Very limited capacity in application of spatial information systems to SLM planning</li> <li>• No guidelines exist for management of spatial information systems</li> </ul>	<ul style="list-style-type: none"> <li>-Public awareness program designed</li> <li>- Capacity Needs Assessment done</li> <li>-Overlaps and gaps identified</li> <li>-Training material and training-of-trainers program designed</li> <li>-Handbook prepared and published</li> <li>- Over 100 persons (women and man) trained to be trainers in GPS use including technical officers from line ministries, members of Village Councils and of communities (reports and workshops proceedings available)</li> <li>-Handbook tested in the field</li> <li>- GPS field data collected</li> <li>- Maps, Vulnerability Atlases and Community Management Plans produced for 10 vulnerable communities</li> <li>- Integrated Land Resources Information System (LRIS) initiated within Physical Planning Department</li> <li>-Maps, atlases and management plans informing the National Planning Process</li> <li>-GPS equipment utilised by all agencies</li> <li>-Increased sharing of data/metadata</li> <li>-National Resource Management Plan under elaboration</li> <li>-Protocols and information sharing policy being elaborated</li> <li>-More effective mechanism for inter-agency coordination in place</li> <li>-Increased capacity and willingness to exchange data and information</li> </ul>	<ul style="list-style-type: none"> <li>-Training programme with relation to original plan significantly changed</li> <li>-A stakeholder survey should have been conducted to monitor application of training and register satisfaction</li> <li>- Stakeholders show enthusiasm and proud for results obtained</li> <li>- Truly participatory processes took place</li> <li>-Need to ensure management plans have funding for implementation</li> <li>-Need to ensure continued training and follow up</li> <li>-the national planning process is just starting but support secured from different sources</li> </ul>	
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Outcome N. 4 Investment planning & resource mobilization for implementation of SLM interventions elaborated					
<p>-Identify priority investments to support inter-agency implementation and enforcement of NRMP</p> <p>-National workshop on financing for SLM Projects</p>		<ul style="list-style-type: none"> <li>• Sector investment plans in SLM inadequate</li> <li>• No incentive regimes to encourage investment in SLM exist</li> <li>• No fiduciary mechanisms exist for funding SLM-related interventions; low priority afforded to national investment in SLM</li> <li>• No funds committed for SLM initiatives</li> </ul>	<p>-Project very effective in gathering interest and mobilising resources to complement/sustain project activities;</p> <p>-SPCR Project to expand community maps, atlases and plans to other communities of the country</p> <p>-SPCR Project to use the centralised database to develop a Water Resources Inventory and hydro met and coastal monitoring stations</p> <p>-SPCR Project to establish communities early warning systems and an Integrated Resource Manag. Plan taking the Island Manag. Approach</p> <p>-CBD and UNECLAC support devel. of National Physical Development Plan and National Land Use Policy</p> <p>-Under the Adaptation Fund, devel. of a soil and vegetation inventory</p> <p>-Experience of community engagement being promoted as a model for other Caribbean countries by the CCCCC</p>	<p>-Outstanding: Very good partnership among GEF projects: the SLM Project provided training and SPACC Project supported production of copies of maps/ atlases</p> <p>-National Physical Development Plan and National Land Use Policy under preparation with funding from CDB and UNECLAC</p> <p>-Very appropriate and instrumental use of GEF financing</p>	
Outcome 5 Adaptive management and learning					
<p><b>Output 5.1</b> Project implemented in a cost effective manner in accordance with agreed work plans and budgets</p> <p><b>Output 5.2</b> M&amp;E Plan provides inputs for robust adaptive management</p> <p><b>Output 5.3</b> Lessons learned from the project captured and disseminated</p>	<ul style="list-style-type: none"> <li>• PMU established and effective/operational within 1 month of Project start up</li> <li>• Project implementation guided by M&amp;E programme</li> <li>• Documented lessons from project implementation</li> </ul>	None	<p>-Annual Progress Reports</p> <p>-Annual Workplans</p> <p>-Quarterly Operational and Annual project progress reports;</p> <p>-</p>	-M&E system weak	

\*In blue colour the baseline as identified at project design