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Final Report – Volume 2

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Prepared by Triple Line & GICSRD

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November 2024

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# Evaluation of FCDO support to improve resilience in the Caribbean through a range of programmes and wider initiatives

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**TRIPLELINE**



## Document Control

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Document title	Evaluation of FCDO Support to Improve Resilience in the Caribbean through a range of programmes and wider initiatives <i>Final Report – Volume 2</i>
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Cover: The aftermath of Hurricane Maria in Dominica. Photo by Anadolu Ajansı

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## List of abbreviations

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BII	British International Investment
CACP	Caribbean Anti-Corruption Programme
CARICOM	Caribbean Community
CARTAC	Caribbean Regional Technical Assistance Centre
CBD	Caribbean Development Bank
CCCCC	Caribbean Community Climate Change Centre
CDT	Caribbean Development Team
CEDP	Caribbean Economic Development Programme
CMP	Centrally Managed Programmes
CSJP3	Citizen Security and Justice Programme
DFID	Department for International Development
EE	Energy Efficiency
EF	Evaluation Framework
EQs	Evaluation Questions
FCDO	Foreign, Commonwealth and Development Office
FCO	Foreign and Commonwealth Office
FID	Financial Investigations Division
GDP	Gross Domestic Product
GESI	Gender Equality and Social Inclusion
GICSRD	Global Institute for Climate Smart and Resilient Development
GoCD	Government of the Commonwealth of Dominica
GoJ	Government of Jamaica
HDI	Human Development Index
ICF	International Climate Fund
IDB	Inter-American Development Bank
IDS	International Development Strategy
IMF	International Monetary Fund
INDECOM	Independent Commission of Investigations
KIIs	Key Informant Interviews

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LAC	Latin America and the Caribbean
MDA	Ministries Departments and Agencies
MDBs	Multi-lateral Development Banks
MICs	Middle-Income Countries
MOCA	Major Organised Crime and Anti-Corruption Agency
O&M	Operation and Maintenance
ODA	Overseas Development Assistance
OECD-DAC	Organisation for Economic Co-Operation and Development-Development Assistance Committee
OECS	Organisation of Eastern Caribbean States
PAHO	Pan American Health Organisation
PEA	Poverty and Equity Analysis
PFM	Public Financial Management
RE	Renewable Energy
SEQs	Sub-Evaluation Questions
SIDS	Small Island Development States
SkYE	Skills for Youth Employment
SRO	Senior Responsible Officer
SVG	Saint Vincent and the Grenadines
TA	Technical Assistance
ToC	Theory of Change
TOR	Terms of Reference
UK	United Kingdom
UKCIF	UK Caribbean Infrastructure Fund
UN	United Nations
UWI	University of the West Indies
WFP	World Food Programme
WHO	World Health Organisation

# 1 Introduction

## 1.1 Evaluation purpose

In December 2023, the United Kingdom's (UK) Foreign, Commonwealth and Development Office (FCDO) commissioned Triple Line to undertake the **Evaluation of FCDO Support to Improve Resilience in the Caribbean through a range of programmes and wider initiatives**. Triple Line is implementing the assignment with support from the Global Institute for Climate Smart and Resilient Development (GICSRD) at the University of the West Indies (UWI). The evaluation period spans from January to August 2024. The objectives are listed below – see also **Figure 1** (see also the TOR as presented in Volume 1):

1. Build the evidence base of what works to improve resilience in Caribbean countries (e.g. how different programmes and projects contribute to resilience or what a resilient country looks like).
2. Establish the extent to which the approach taken by FCDO to improve the resilience of the Caribbean region – to climate shifts, natural disasters, economic and other shocks – is relevant and strategically targeted to deliver the UK objective of strengthening resilience.
3. Assess the different approaches taken and levers used to deliver UK objectives to identify what is working well and where, and what is not.
4. Generate recommendations on what approaches should continue and highlight opportunities to maximise the effectiveness of all levers to enhance the UK's contribution, value added and impact in the region.

The evidence generated by the evaluation is meant to inform the development of the next phase of FCDO resilience strategy for the Caribbean. FCDO has embarked on the planning process for the strategy and this evaluation aims to complement two strategic documents that frame strategy development: the Caribbean Growth and Resilience Diagnostic and the Caribbean Political Economy Analysis.

## 1.2 Evaluation scope

The following considerations have defined the evaluation scope and guided the implementation of the assignment:

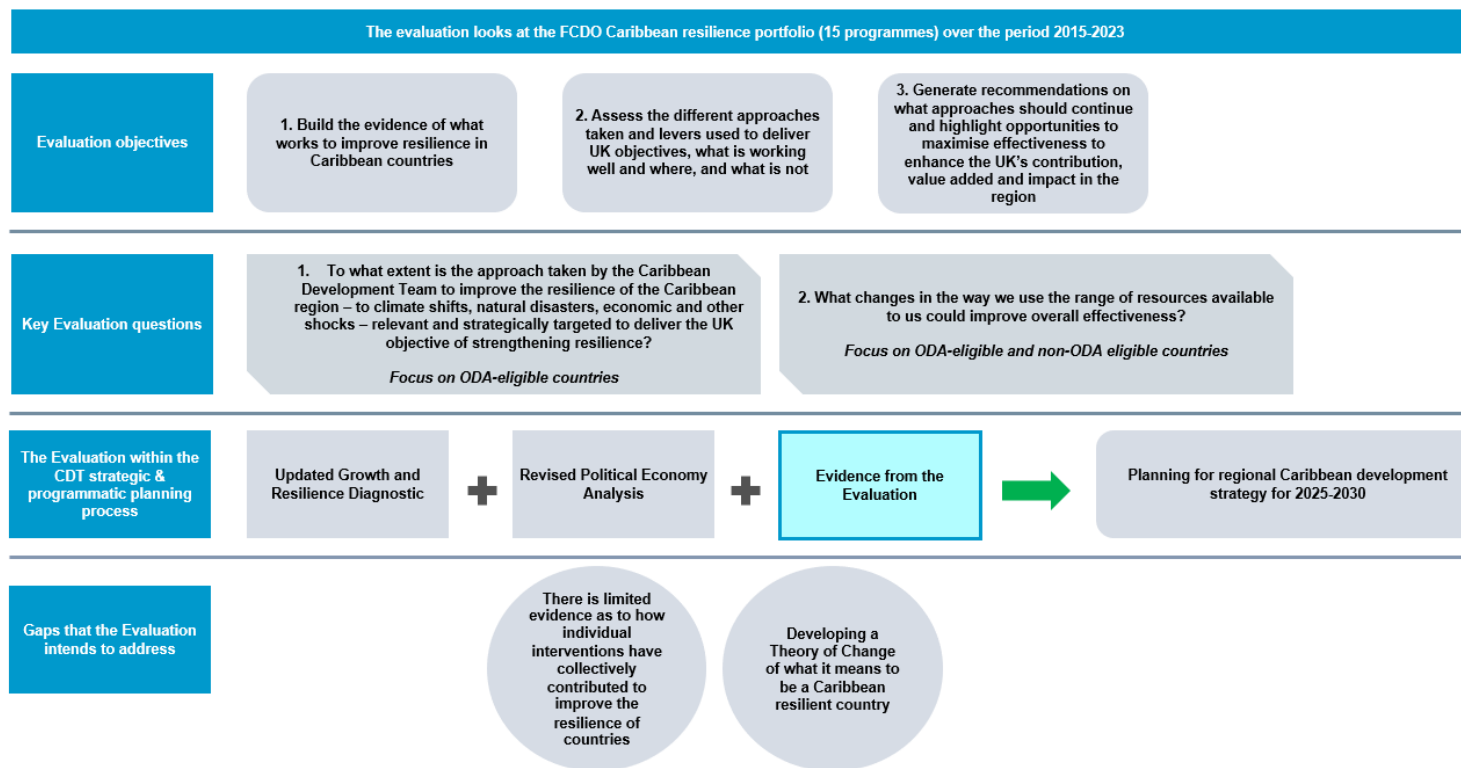
- The evaluation generated evidence by looking at 15 programmes (**Table 1**) that constitute the Caribbean Development Team (CDT) resilience portfolio over the period 2015-2023.
- The geographic scope of the evaluation follows FCDO's definition of the Caribbean, referring to the 15 full members<sup>1</sup> of the Caribbean Community (CARICOM).
- Among these 15 countries, seven are English-speaking Overseas Development Assistance (ODA) countries that CDT directly supports. Among the remaining 8 countries there are: 4 English-speaking non-ODA eligible countries;<sup>2</sup> a French-speaking ODA eligible country (Haiti); a Dutch-speaking ODA eligible country (Suriname), and; a Spanish-speaking ODA eligible country (the Dominican Republic). This is reflected in **Figure 2**.
- All the full members of CARICOM are classified as Small Island Development States (SIDS) by the United Nations (UN). Belize, Guyana and Suriname are in the Central American or South American mainland. The 15 programmes examined were all implemented in SIDS.

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<sup>1</sup> CARICOM full member countries include: Antigua and Barbuda, Belize, Dominica, Grenada, Haiti, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, The Bahamas, Barbados, Guyana, Jamaica, Suriname, Trinidad and Tobago. Although Montserrat is also a CARICOM member country, it is also a British Overseas Territory. Montserrat was not included at this stage of the analysis.

<sup>2</sup> Antigua and Barbuda, Barbados, St Kitts & Nevis and The Bahamas.

Figure 1. The objective of the assignment



**Table 1.** The programmes composing the CDT portfolio and their assessment in Annual Reviews (ARs) and Project Completion Reviews (PCRs)

Name	Budget in £	Duration	Countries							PCR Rating	
				2017	2018	2019	2020	2021	2022		2023
UK Caribbean Infrastructure Fund – UKCIF	Initially £330M increased to £349M	Launched in 2015, implemented from 2016, extended to March 2026	Belize, Dominica, Guyana, Grenada, Jamaica, St Lucia, St Vincent and the Grenadines, Antigua & Barbuda	A	A	B	A	B	B	A	-
Increasing Renewable Energy and Energy Efficiency in the Eastern Caribbean – RE/EE	£19.3M	2015-2023	Dominica, Grenada, St Lucia, St Vincent and the Grenadines, Antigua & Barbuda	A	A	B	B	A	B	A	-
Strengthening Health Facilities in the Caribbean (SMART Health Care Facilities Project, Phase II)	£46.3m	2015-2023	Belize, Dominica, Guyana, Grenada, Jamaica, St Lucia, St Vincent and the Grenadines	A	B	A	A	A	A	A	A
Youth Skills for Economic Growth in the Eastern Caribbean	£8.2m	2017-2023	Dominica, Grenada, St Lucia, St Vincent and the Grenadines	B	B	A	C	A	A	A	A
Caribbean Economic Development Programme – CEDP	£21m	2016-2024	Belize, Dominica, Guyana, Grenada, Jamaica, St Lucia, St Vincent and the Grenadines	A	A	A	A	A	A+	A	A



Name	Budget in £	Duration	Countries	PCR Rating		
Following Hurricane Lisa						
Caribbean Humanitarian Assistance - Emergency Cash and Voucher Support in Response to the Volcano Eruption in Saint Vincent and the Grenadines and Earthquake in Haiti	£850k	2021-2022	St Vincent and the Grenadines, Haiti	A+		A+
Emergency Assistance for the Relief Effort in Dominica as a Result of Tropical Storm Erika	£530k	2015-2016	Dominica	A		

## 1.3 Report purpose and target audience

At project start, initial discussions with the client indicated that FCDO was interested in building a better understanding of how its internal structure in the Caribbean is in alignment with the resilience objectives it set to deliver in the region. Taking this objective into consideration, and following subsequent discussions with FCDO over the course of the project, it was agreed to divide the Final Report into three deliverables:

- **Final Report – Volume 1.** This deliverable focuses on Overarching Evaluation Question 1 and embeds answers to Evaluation Question (EQ) 1, EQ2 and EQ3. The objective of this Volume is to provide a final assessment and recommendations regarding the coherence, effectiveness, and sustainability of the CDT portfolio in the period 2015-2023 capturing lessons learned and best practice in view of preparing the next phase of strategic programming.
- **Final Report – Volume 2.** This deliverable focuses on Overarching Evaluation Question 2 and contains answers to EQ4. The objective of this Volume is to reflect on FCDO’s “ways of working” in the Caribbean and how resources can be best organised to support efficient programme delivery in the region.
- **Final Report – Volume 3 (Supporting Evidence).** This deliverable provides a complementary evidence base supporting findings in Volume 1 and Volume 2. This includes evidence on the case studies conducted as part of the evaluation, an understanding of Caribbean resilience challenges used to frame the Caribbean Resilience Framework, as well as further details on the projects that are part of the CDT resilience portfolio, and how they map against the Caribbean Resilience Framework.

**This document is Final Report – Volume 2.** It provides an assessment on what is working well and what could be improved, or done differently, in terms on how FCDO deploys resources in the Caribbean. Evidence regarding ways of working is meant to inform how FCDO structures the deployment of resources and collaboration mechanisms in its next resilience strategy for the Caribbean, covering the period 2025-2030.

The audience of Final Report Volume 2 includes:

- **FCDO staff that is part of CDT.** Evidence from this Report will guide CDT staff in informing changes on how resources are deployed and collaboration mechanisms that could be considered to develop a relevant and coherent FCDO strategy for the Caribbean over the period 2025-2030.
- **Global FCDO staff working in SIDS.** Evidence from the evaluation can be of interest and relevance to FCDO teams addressing resilience challenges at the global level (notably the SIDS Hub and the Overseas Territories Directorate) and how they engage with CDT to foster synergies and joint programming.

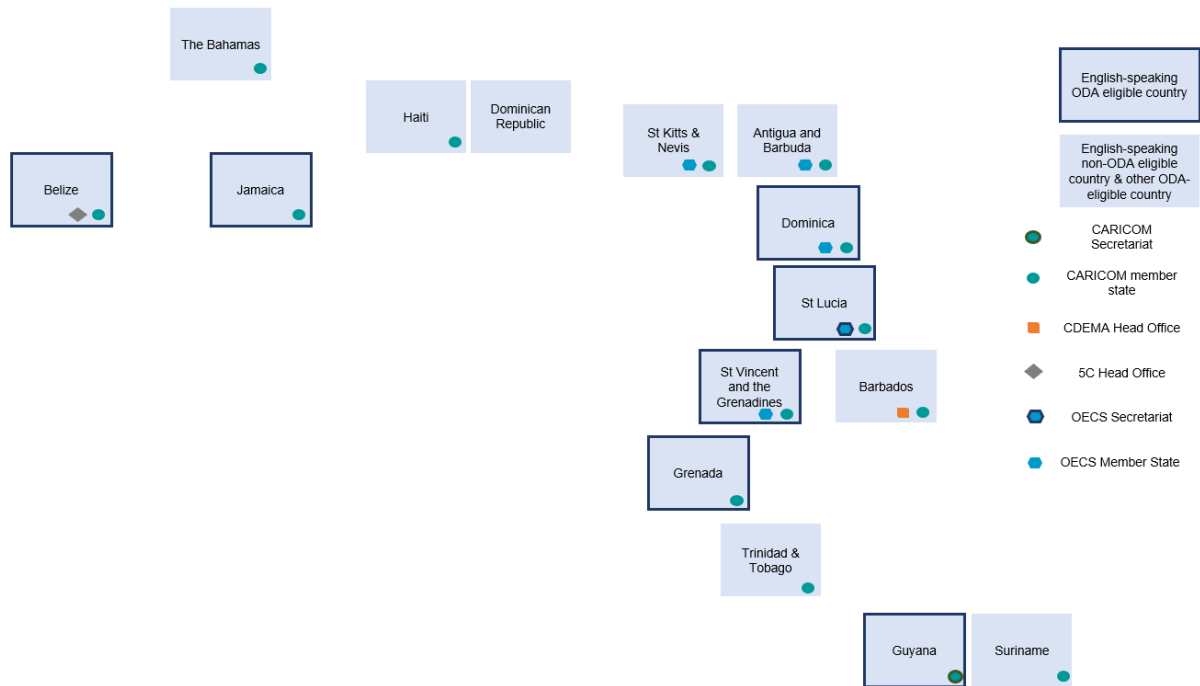
## 1.4 Report structure

This Report is structured as follows:

- **Chapter 1. Introduction.** This section provides an overview of the evaluation purpose, scope, and audience for the report findings.
- **Chapter 2. Methodology & Findings.** This section describes the methodology followed to answer EQ4 taking into account the Evaluation Framework (EF) and contextual considerations guiding the response. A presentation of EQ4 findings follow.
- **Chapter 3. Conclusions, Lessons and Recommendations.** This section brings together the evidence and sets out the basic lessons and recommendations to support FCDO CDT strengthen its contribution to Caribbean resilience.

**Table 1** lists the FCDO programmes in the Caribbean resilience portfolio, including a short description, budget, duration, countries covered and key regional organisations and government partners.

**Figure 2. The 15 countries covered by the evaluation**



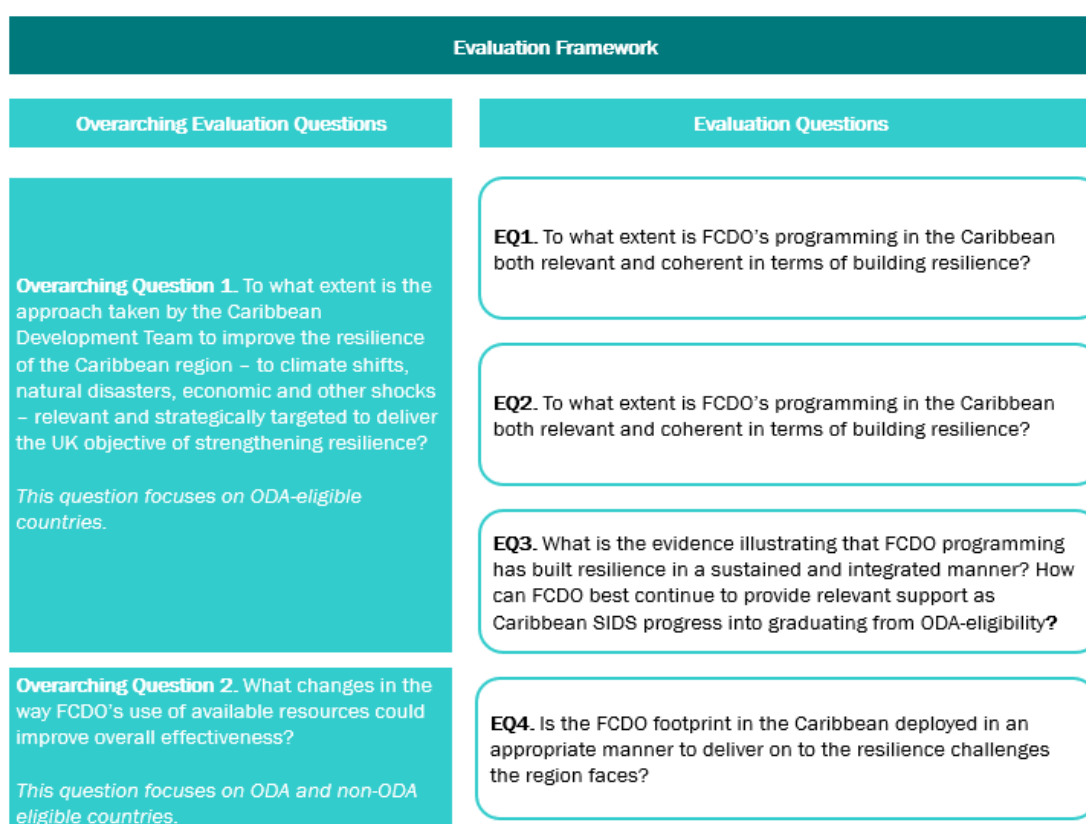
## 2 Methodology and Findings

### 2.1 Evaluation Framework and application to Overarching Evaluation Question 2 and EQ4

The Evaluation Framework (EF) is structured around four Evaluation Questions (EQs), which assess performance against OECD/DAC evaluation criteria<sup>3</sup> - **Figure 3** summarises the EF (Volume 1 provides a full description of the EF). The focus of Volume 2 is EQ4 – Efficiency.

**EQ 4. Efficiency:** Is the FCDO footprint in the Caribbean deployed in an appropriate manner to deliver on to the resilience challenges the region faces?

**Figure 3.** Mapping the four EQs against the two Overarching Evaluation Questions



### 2.2 Methodology for EQ4

#### 2.2.1 Methodology overview

To answer Overarching Evaluation Question 2 and EQ4, this Report combines evidence from:

<sup>3</sup> OECD Development Assistance Committee (DAC) criteria  
<https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

1. Document review, an initial set of case study visits<sup>4</sup> and discussions with FCDO staff engaged in the implementation of the 15 programmes constituting the CDT resilience portfolio. The document review process and discussions emphasised efficiency considerations, i.e. assessing how the deployment of FCDO resources supports programme effectiveness.
2. Consultations with CDT staff and FCDO staff working of regional posts in the Caribbean focusing on ways of working and collaboration mechanisms supporting the delivery of programming. These embedded a consideration of the following:
  3. Undertaking an analysis of the FCDO structure in the Caribbean (i.e. number and presence of posts across the region) and accountability, geographic spread of CDT resources and accountability in delivering the CDT portfolio;
    - Assessing tools used by CDT to engage on a regular basis with FCDO posts across the Caribbean and consult them on programmatic priorities and programme implementation;
    - Evaluating communication channels between CDT and FCDO posts across the Caribbean supporting the effective transmission of knowledge and information.
4. A series of consultations over March – June 2024 with global FCDO staff engaged in efforts across SIDS (notably the SIDS Hub and the Overseas Territories Directorate – OTD) regarding how they collaborate with CDT on joint programming and synergies. These included a consideration of the following:
  - Assessing tools used by CDT to engage on a regular basis with global FCDO teams working in SIDS to implement programming in synergy;
  - Evaluating communication channels between CDT and global FCDO teams working in SIDS supporting the effective transmission of knowledge and information.

Following an initial assessment of the points above, a workshop specifically dedicated to EQ4 was conducted with CDT management in June 2024. The workshop provided with an opportunity to obtain feedback from CDT staff allowing to fine tune findings and recommendations going forward.

## 2.2.2 Contextual considerations

Prior to this evaluation, FCDO had completed an internal review of its network in the Caribbean. This review was led by Mary Hunt at the end of 2023 and looked at the following:

- Considerations on how to best arrange:
  - Reporting chains
  - Regional resources
  - Senior Responsible Owner (SRO) roles
- Considerations on how to best resource:
  - New or pressing policy and geopolitical developments (e.g. Chinese influence in the Caribbean)
  - Pressures within regional posts
- Considerations looking at:
  - Regional versus bilateral approaches
  - An analysis assessing if the FCDO Caribbean network works as it needs to

It is our understanding that based on the review the following decisions were made:

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<sup>4</sup> Country case studies were conducted in Belize, Dominica, Jamaica, Barbados, Suriname, Guyana and The Bahamas over the period March – May 2024.

- Provide additional resources to FCDO posts in Guyana (given its booming resources) as well as the Dominican Republic (given the trade opportunities and focus on Haiti);
- Reprioritise the regional focus to emphasise on emerging issues such as China;
- Move responsibility for delivering the CDT strategy from London to the FCDO High Commission in Jamaica.

Given the above, the findings of this evaluation focused on building on the above and suggesting further recommendations to improve CDT contributions to strengthening resilience in the Caribbean.

### 2.2.3 Sub-questions we aim to answer under EQ4

The following sub-evaluation questions (SEQs) were addressed to answer EQ4:

- 2.1** Is there evidence of good stewardship of resources in the management of FCDO funds to support resilience building activities? What evidence exists to demonstrate that FCDO is delivering interventions in the most efficient and cost-effective way?
- 2.2** How is FCDO structured in the Caribbean? Is there evidence of sufficient coordination and synergic action to address regional resilience-building efforts between FCDO posts across the Caribbean?
- 2.3** Is the Caribbean Development Team structured in an appropriate way to address the resilience challenges that the Caribbean faces?
- 2.4** How is the Caribbean Development Team articulating the development and diplomatic mandates resulting from the DFID / FCO merger? How could the merger be capitalised on to enhance the way the Caribbean Development Team works to support resilience-building efforts in the Caribbean?
- 2.5** Is there evidence of sufficient coordination between FCDO Caribbean posts and relevant FCDO groups at the central level (SIDS Hub, Overseas Territories Directorate)?
- 2.6** What changes in the way FCDO's use of available resources could improve overall effectiveness? This question focuses on ODA-eligible countries as well as non-ODA eligible countries – not included in the summary table.

## 2.3 EQ4 Findings

The section that follows presents the overall EQ4 assessment. **Table 2** lists evidence to answer the SEQs. Overall, the assessment suggests that across the SEQs performance is **satisfactory** – defined as; FCDO CDT generally meets relevant needs through the portfolio approach it follows. Some areas have been identified for strengthening, using the same assessment system as in Volume 1.

**Table 2.** EQ4 Sub-Evaluation Questions Assessment Summary

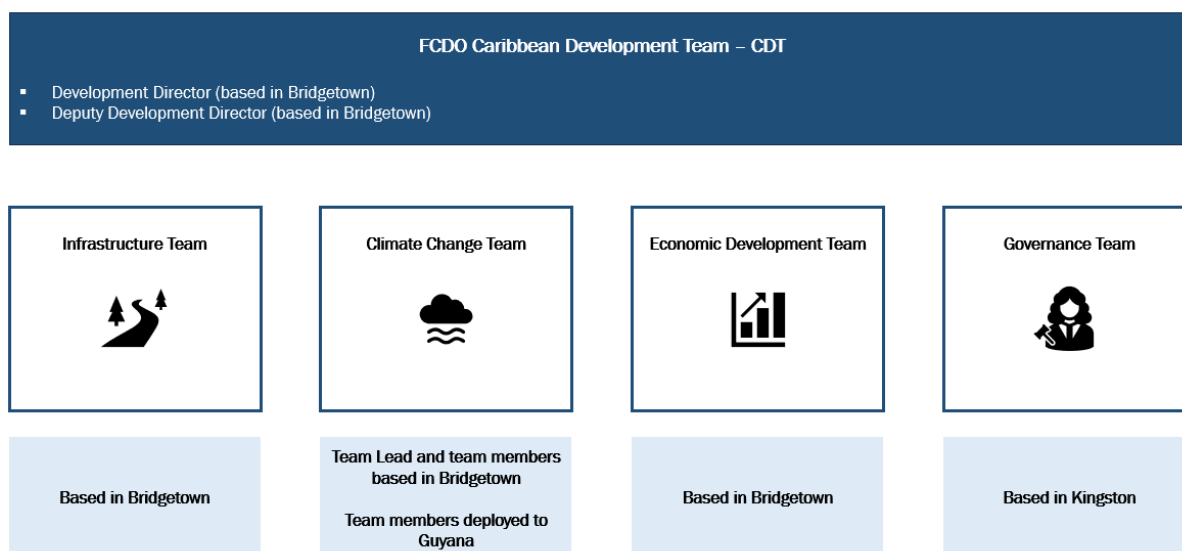
SEQs	Rating	Evidence
<p><b>2.1</b> Is there evidence of good stewardship of resources in the management of FCDO funds to support resilience building activities? What evidence exists to demonstrate that FCDO is delivering interventions in the most efficient and cost-effective way?</p>	<p>Satisfactory</p>	<ul style="list-style-type: none"> <li>▪ Despite its small size and limited resources, the CDT team is managing to effectively implement efforts and set the basis for transforming resilience building by supporting resilience building in the Caribbean. Programmes within the CDT portfolio generally benefit from strong ratings in available FCDO ARs &amp; PCRs. Importantly, programmes are seen to be targeting the right areas for regional resilience building by implementing agencies and government counterparts.</li> <li>▪ With relatively limited resources (about 20 staff), CDT implemented a multi-disciplinary regional portfolio of £ 500M+ across 7 English-speaking ODA countries in the period 2015-2023. Programming covered diverse thematic areas including infrastructure investment and upgrading, climate and disaster risk management (DRM), economic development and governance. Programme achievements went beyond the ODA remit and influenced non-ODA countries.</li> <li>▪ In a complex and heterogeneous region characterised by a plethora of development partners, CDT has been strategic in its use of resources by setting up partnership arrangements based on careful consideration of value for money, comparative advantage and expertise. This has supported programme efficiency and enabled CDT to cover extensive ground.</li> </ul>
<p><b>2.2</b> How is FCDO structured in the Caribbean? Is there evidence of sufficient coordination and synergic action to address regional resilience-building efforts between FCDO posts across the Caribbean?</p>	<p>Satisfactory</p>	<ul style="list-style-type: none"> <li>▪ The FCDO network in the Caribbean is extensive and comprises 7 High Commissions or Embassies across the region.</li> <li>▪ The presence of a regional CDT hub in Barbados is an important feature of overall effectiveness in portfolio implementation. The Barbados FCDO hub not only allows for economies of scale but also supports regional dialogue and collaboration with other donors and regional development partners, many of which have a regional base in Bridgetown.</li> <li>▪ Communication between CDT and FCDO posts in the region is considered positive. However, although communication between the CDT Bridgetown Hub and FCDO posts across the Caribbean is generally perceived as positive, there is merit in exploring a more systematised approach so that FCDO staff working in different countries regularly talk to each other. This could be very valuable when discussing programmatic priorities and developing project pipelines.</li> </ul>
<p><b>2.3</b> Is the Caribbean Development Team structured in an appropriate way to address the</p>	<p>Satisfactory</p>	<ul style="list-style-type: none"> <li>▪ Recognised by its technical leadership and commitment to drive regional resilience building initiatives, the CDT structure is broadly aligned to its main thematic focus. With a regional base in Bridgetown, CDT is sub-structured into four teams: Infrastructure Team; Economic Development Team; Climate Change Team; Governance Team.</li> </ul>

SEQs	Rating	Evidence
resilience challenges that the Caribbean faces?		<ul style="list-style-type: none"> <li>▪ This structure is well aligned to the delivery of the respective themes, sectors and programmes that frame the portfolio. There is no apparent disconnect between the way that resources are grouped into specific teams and the programmes and thematic areas that CDT is delivering.</li> <li>▪ Although CDT's internal structure organised around four teams (Infrastructure, Climate Change, Economic Development, Governance) appears fit for purpose to deliver the programme scope it has set to address resilience challenges, there could be value in thinking about adopting a matrix structure, or organising programming through "modular" interventions to enhance effectiveness.</li> </ul>
<p><b>2.4</b> How is the Caribbean Development Team articulating the development and diplomatic mandates resulting from the DFID / FCO merger? How could the merger be capitalised on to enhance the way the Caribbean Development Team works to support resilience-building efforts in the Caribbean?</p>	Satisfactory	<ul style="list-style-type: none"> <li>▪ Although key informants reportedly listed the 2020 DFID / FCO merger as a challenge for portfolio effectiveness, available documentary evidence suggests otherwise. There is no indication in programme documentation suggesting that the DFID / FCDO merger has affected programme delivery positively or negatively. There is no major drop (or improvement) in programme performance in the CDT portfolio following 2020.</li> <li>▪ A strategic document detailing how CDT will deliver regional programming over the period 2025-2030 could explore how CDT efforts in the Caribbean are to be placed within both the development and diplomatic remits brought about by the DFID / FCO merger, building on the UK International Development Strategy (IDS). Importantly, this should take a balanced approach and not only list how FCDO diplomatic staff could further support diplomatic initiatives, but also how FCDO diplomatic staff should support development initiatives.</li> </ul>
<p><b>2.5</b> Is there evidence of sufficient coordination and synergic action between FCDO Caribbean posts and relevant FCDO groups at the central level (SIDS Hub, Overseas Territories Directorate)?</p>	Satisfactory	<ul style="list-style-type: none"> <li>▪ Although KI evidence points to good collaboration between CDT, the SIDS Hub and the Overseas Territories Directorate, a strategic document detailing how CDT will deliver regional programming from 2025 to 2030 could clearly articulate what the FCDO offer to the Caribbean is. This should align with the UK IDS and detail how CDT efforts are in synergy with wider efforts across FCDO, particularly those driven by the SIDS Hub and the Overseas Territories Directorate (OTD). It would be valuable to provide an explanation regarding how programming efforts coming out of CDT, the SIDS Hub and the OTD Directorate build on each other and are able to provide a cohesive, integrated strategy to a heterogenous region marked by diverse challenges.</li> </ul>

**Finding 1. Evidence gathered from the document review and confirmed through the majority of KIIs illustrates that the CDT team is managing to effectively implement efforts and create the basis for transformative resilience by actions that build resilience in the Caribbean.** Recognised by its technical leadership and commitment to drive regional resilience building initiatives, the CDT structure supports the delivery of programmatic objectives. Changes are perceived in both ODA and non-ODA countries.

- With about 20 staff, CDT implemented a multi-disciplinary regional portfolio of over £ 500M across 7 English-speaking ODA countries in the period 2015-2023. The structure of the Caribbean Development Team is broadly aligned to its main thematic areas.
  - Based in Bridgetown, CDT comprises four teams: Infrastructure; Economic Development; Climate Change; Governance (see **Figure 4**).
  - This structure is aligned to the delivery of the themes, sectors and programmes that frame the portfolio (Table 1), i.e. there is no disconnect between the way that resources are grouped into teams and the programmes and thematic areas that CDT is delivering.

**Figure 4. The structure of the Caribbean Development Team – CDT**



- In a complex and heterogeneous region characterised by a plethora of development partners, CDT has been strategic in its use of resources by setting up partnership arrangements based on careful consideration of value for money, comparative advantage and expertise. This has supported programme efficiency and enabled CDT to cover extensive ground. FCDO’s use of Caribbean suppliers has been effective for the timely implementation of programmes and led to efficiency gains (with further improvement required in infrastructure investments). However, engagement with government (or lack thereof) as well as weak partner capacity sometimes impeded progress, especially where the structure and mandate of the implementing partner did not align to the capacity gaps. There may be a need for targeted engagement with relevant Ministries and tailored TA for implementing partners, for example:
  - In the case of the R&R programme:
    - Implementing partners’ procurement policies are being used to ensure competitive pricing for services provided, e.g. CARTAC and UN sought to reduce the cost of delivering TA by negotiating lower prices and better corporate packages for venues for workshops and seminars.

- Implementing partners have used their own staff rather than hiring consultants so that they can leverage existing knowledge expertise at no additional cost to the project, e.g. UNDP utilised the expertise in other UN Agencies - WFP, UN Women and UNDP country offices to deliver across the beneficiary countries.
  - Delivery through multilateral partners, notably CDEMA, gave the programme a greater reach across a large geographical space at lower transaction cost and at lower risk than would be otherwise be possible through alternative channels, e.g. the regional reach of all implementing partners saw benefits roll out to countries that far exceeded the beneficiary countries.
- When it comes to the CREAD experience, evidence illustrates that the implementation partner (UNDP) was well placed to conduct technical performance management (TPM) of DFID/ FCDO investments in Dominica because of their multilateral status, technical expertise and strong network with key stakeholders in the country and region. However, there is evidence that the effectiveness of the programme was constrained by the limited engagement of Government of Dominica, which speaks to the need for longer-term support and capacity building for concrete changes to take effect.
- In the case of UKCIF, the selection of the Caribbean Development Bank (CDB) as the main partner proved challenging when it came to getting projects selected, prepared and executed given some gaps in CDB's capacities (refer to Volume 1 Chapter 5 for further detail). Governance within the UKCIF, who the stakeholders are, and where responsibility lies, is not always well understood among Project Implementation Units (PIUs), consultants, and contractors. There are also concerns over inefficiencies in decision making and whether there are sufficient staff resources at the CDB and the PIUs, notably on GESI and climate resilience. .
- The Caribbean Anti-Corruption Programme (CACP) had to address multiple capacity gaps in GoJ related to leadership issues, weaknesses in HR planning; inefficient processes (including strategic alignment and internal monitoring) and a lack of capacity to strategically engage and communicate. Addressing these issues required a joined-up approach with the IMF, World Bank and IDB.

**Finding 2. Although key informants reportedly listed the 2020 DFID / FCO merger as a challenge for portfolio effectiveness, available documentary evidence suggests otherwise. There is no indication in programme documentation suggesting that the DFID / FCO merger affected programme delivery either positively or negatively.**

- Conversations with KIs highlighted several issues related to the distinct and potentially competing or conflicting roles associated with diplomatic and developmental function within FCDO. Some KIs felt that role conflation could lead to confusion which would not support successful portfolio integration and implementation. As a KI pointed out *“We have not found the right structure to have a pan-regional perspective linked to critical regional needs. The current structure has to now balance competing objectives around diplomacy and soft power”*.
- Despite these views, the evidence available on programme performance suggests that there was no significant difference in programme performance following the 2020 FCO / DFID merger (**Table 1**). There is no major drop (or improvement) in programme performance across the board in the CDT portfolio following 2020.
- In the case of UKCIF, for instance, evidence suggests that the merger has not changed or adversely affected the delivery mechanisms of the programme but created new opportunities for increased collaboration with British High Commissions throughout the region. However,

there is a recognition these links will require greater coordination among various stakeholders, including CDB, and increase demand for public-facing communications.

**Finding 3. Evidence gathered through KIIs suggests that the presence of a regional CDT hub in Barbados is an important feature of overall effectiveness.** The Barbados FCDO hub allows for economies of scale, team working and enables a more flexible and nuanced approach to programme delivery, reflecting priorities and needs across the different country and regional contexts. Critically, the location of the hub in Barbados facilitates regional dialogue and collaboration with other donors and regional development partners, since many of them have regional offices in Bridgetown.

- Having a regional hub in Bridgetown allows FCDO to participate in regional dialogue, shape regional development agendas and stay ahead of the latest thinking regarding regional resilience challenges and how to address them. As a KI pointed out *“There is huge value in having a concentration of staff in Barbados where regional thinking takes place”*.
- The FCDO Barbados Hub enables economies of scale in regional programming, team building and knowledge sharing, and supporting Caribbean SIDS that face common challenges with similar technical capacity constraints.
- Importantly, in a context where Caribbean SIDS graduate from ODA-eligibility, an FCDO hub in Barbados could play a stronger role in providing continuous support to non-ODA countries by promoting close links with regional organisations based in Bridgetown (e.g. CARTAC, CDEMA) and not considering ODA-eligibility as a criterion to provide assistance.

➔ **What is the gap?** There is merit in better articulating how the CDT Barbados hub works in synergy with the FCDO network in the Caribbean, **comprising** 7 High Commissions or Embassies in the region. This is particularly the case as it is understood that a decision has been made to move responsibility for delivering the CDT strategy from London to the FCDO post in Jamaica.

**Finding 4. Evidence gathered through KIIs suggests that communication between CDT and FCDO posts in the region is generally considered positive. Efforts may be needed to systematise mechanisms for communication and collaboration.**

- With a Barbados base, CDT is praised for the effective communication it seeks to foster with FCDO posts across the Caribbean. As a KI in a Caribbean post highlighted *“The High Commission has an excellent relationship with CDT. The relationship with CDT is great and CDT management has a great team around them”*.
- The CDT Barbados base is not perceived by regional posts as a barrier to accessing information. When asked if the presence of the CDT Barbados hub posed a challenge in obtaining the information needed for day-to-day coordination of development efforts, a KI in a regional post replied *“No I don’t feel that; we have all the access to the information and knowledge we need”*. The High Commission in Guyana reported that the CDT central and in-country presence is about right.

➔ **What is the gap?** Although evidence points to an existing positive working relationship between CDT and regional posts, there is the perception that relations are based on personalities and goodwill rather than on a system for structured collaboration. As a KI highlighted: *“The good interaction with CDT may sit with personalities however (...). There is no formalised structure whereby we sit regularly as heads of mission with CDT Management and discuss priorities. It is quite high level. We are cautious on arrangements that are based on personalities.”* **It would be beneficial to make** efforts to formalise communication systems and processes.

## 3 Conclusions, Lessons and Recommendations

**Overarching Evaluation Question 2:** What changes in the way FCDO uses available resources could improve overall effectiveness? *This question focuses on ODA-eligible countries as well as non-ODA eligible countries.*

To answer Overarching Evaluation Question 2, the Chapter is structured as follows:

1. **Conclusions.** This Section summarises the final assessment we can make from existing evidence regarding how CDT uses resources to achieve effectiveness.
2. **Lessons.** This Section presents best practice Lessons from ways of working FCDO should continue to pursue to support effectiveness.
3. **Recommendations.** This Section builds on the Lessons highlighted by advancing suggestions FCDO could bear in mind regarding ways of working in the Caribbean and how they can impact on effectiveness in the next phase of its resilience strategy in the Caribbean over the period 2025-2030.

### 3.1 Conclusions: How does the way FCDO uses resources contribute to overall effectiveness?

**The headline conclusion is that, as a small team with limited resources, CDT is going a long way in setting the basis for transformative change in resilience building in the Caribbean.** Over the period evaluated, from 2015 to 2023, CDT's key highlights illustrated an effective use of resources including:

- **Delivering a multi-disciplinary portfolio targeting core resilience-building challenges using a structure that is fit for purpose.** CDT is implementing a £500M+ portfolio across diverse thematic areas including infrastructural development, climate and disaster management, economic development, macro-economic stability and governance. CDT's four-team internal structure, is aligned to deliver a diverse portfolio. Crucially, CDT's efforts are seen as coherent, targeting the appropriate resilience building priorities and setting the basis for enabling transformative change (see Final Report Volume 1, Chapter. 5 for details on portfolio effectiveness).
- **Harnessing positive collaboration with development partners across the Caribbean that recognise CDT's technical excellence and commitment to fostering transformative change.** This positive spirit of coordination allowed CDT to deliver programming capitalising on partner technical capabilities and placing efficiency gains and value for money at the core. While partners' technical capacity presented some challenges (e.g. CDB's technical capacity caused some delays when implementing infrastructure investments under UKCIF), the strategic choice of partners allowed FCDO to go beyond its remit of 7 Caribbean English-speaking ODA countries and influence non-ODA eligible countries, as highlighted by CEDP and R&R efforts.
- **The CDT Bridgetown hub is perceived to foster sound and positive collaboration with FCDO posts across the Caribbean, thereby supporting effective programme implementation.** Although there is room for improvement and more systematised collaboration, CDT is recognised for its openness and technical commitment when it comes to sharing knowledge and information across regional posts.

### 3.2 Lessons

**Lesson 1.** CDT should continue to invest in and capitalise on its Bridgetown base to implement regional programming in the Caribbean. Evidence illustrates that the Barbados Hub allows FCDO to

achieve economies of scale, stronger teamwork and knowledge sharing, and effectively engage development partners (most of whom are also based in Bridgetown) on a daily basis and sit at the top of the table when resilience building priorities are discussed.

**Lesson 2. CDT should continue to build positive working relationships with development partners grounded in technical excellence and commitment to tackle resilience building challenges.** The development community in the Caribbean recognises CDT due to its technical excellence and dedication to progressing development efforts. These positive working relationships allow FCDO to support programming effectiveness and receive value for money by supporting coherence, mobilising partner technical strengths and capitalising on existing partner resources.

### 3.3 Recommendations

**Recommendation 1. Develop a strategic document detailing how CDT will deliver regional programming from the Bridgetown base while capitalising on the entire FCDO network across the Caribbean.** The strategic document should include:

- **Recognition how the changes foreseen in FCDO's internal structure (e.g it is understood that responsibility for delivering the CDT strategy will move from London to the FCDO post in Jamaica) will be navigated to continue to deliver effective regional programming.** This should detail how the change in accountability for CDT strategy will shape efforts in the CDT Bridgetown base and posts in Kingston, Belmopan and Georgetown to deliver programming targeting ODA countries.
- **Since most Caribbean countries will likely graduate from ODA eligibility soon, the document should detail the support that FCDO offers to non-ODA countries and how CDT intends to work with posts in non-ODA countries to provide support.** The assistance that could be provided to non-ODA countries should be explained in the context of limited resources, i.e. clearly stating that further support to non-ODA countries may result in less resources provided to ODA countries. Given this, a change to the zero-sum narrative could be explored to highlight the existing avenues that could be built on to support non-ODA countries:
  - The UK is a shareholder in three multilateral development banks – MDBs (World Bank, IDB, CDB) that lend to non-ODA countries. Through this engagement, FCDO actively shares policy and strategy that supports non-ODA countries.
  - The UK influences relevant global policy agendas that include non-ODA countries, including efforts related to debt (e.g. the Bridgetown Initiative), climate change (Paris agreement & UNFCCC) and vulnerability (e.g. the UN-led Multidimensional Vulnerability Index – MVI).
  - The UK contributes to regional programmes and trust funds within regional institutions that benefit non-ODA countries (e.g. IDB's COMPETE Caribbean).
  - FCDO can identify expertise within the UK system (across government and the private sector) to enable conversations and initiatives that could support non-ODA countries.
  - FCDO development staff supports efforts to upskill the diplomatic network so that FCDO political staff can have informed discussions with counterparts on development issues.
- **The strategic document should explore how CDT efforts in the Caribbean are to be placed within the development and diplomatic remits created by the DFID / FCO merger, building on the UK International Development Strategy (IDS).** Importantly, this should take a balanced approach and not only list how FCDO development staff should support diplomatic initiatives, but also how FCDO diplomatic staff should support development initiatives.
- **The strategic document should clearly articulate what the added value of the FCDO to the Caribbean is.** This should align with the UK IDS and detail how CDT efforts synergise with

efforts across FCDO, particularly those driven by the SIDS Hub and the Overseas Territories Directorate (ODT). It would be valuable to explain how programming efforts coming out of CDT, the SIDS Hub and the ODT Directorate build on each other and provide a cohesive and integrated strategy to a heterogeneous region marked by diverse challenges. Further, consideration of how UK's British International Investment (BII) can be leveraged across the Caribbean can also be explored with relevance to both ODA and non-ODA jurisdictions.

- **The strategic document should describe how to establish Strategic Initiatives or Missions to drive collaboration and share success: CDT should define 2-3 strategic initiatives or missions that can provide a framework for a more integrated approach to building resilience.**
  - The missions can be designed around core resilience themes. Infrastructure, private sector participation and green finance, is one possible theme that can bring all the FCDO regional interests together for ODA and non-ODA countries to leverage capital funding and TA.
  - The mission can take a holistic / lifecycle approach and bring new thinking and innovative financing mechanisms to the infrastructure sector across the Caribbean. Importantly, the missions can provide a structured forum to foster collective thinking, teamwork and resource sharing across FCDO, from Bahamas (where there is a strong appetite to strengthen private sector development and participation in building resilience) to the states of the Organisation of Eastern Caribbean States (OECS) where capacities may be more limited.
  - The intent is to focus less on narrow programming (which may be at the regional or country level but largely does not incorporate broader FCDO interests) and more on harnessing FCDO's spectrum of talent and interests to enhance resilience Caribbean-wide.
  - The missions are catalysts to bring all the FCDO leadership into the resilience building framework and to take a regional perspective from the start.

### **Recommendation 2. Testing a matrix structure or organising programming through “modular” interventions may enhance effectiveness.**

- FCDO is approaching programming through a multi-disciplinary lens to address structural challenges framing regional vulnerability (see Chapter 5 Final Report Volume 1 for details). While the multi-disciplinary approach is appropriate, it should be designed in an integrated manner showing how multiple initiatives relate to and reinforce each other.
- This could be achieved through a *mission structured approach* which would help to break siloes across thematic areas – thereby enabling stronger impact in achieving transformative change. Mission-focused initiatives may help bridge the ODA / non-ODA gap where there are common challenges and create public goods through open access. For instance, a “mission” around climate adaptation could show how:
  - (1) Infrastructural development investments can be designed to establish climate resilient infrastructure through the asset's lifecycle;
  - (2) Governance reform and institutional strengthening create a proactive approach to DRM and long-term resilience building efforts across ministries;
  - (3) Efforts in economic development, PFM and macro-economic stability can enhance budgeting and financial planning to cope with adaptation-related shocks.

### **Recommendation 3. There is merit in exploring a more systematised approach to internal communications to ensure FCDO staff working in different countries regularly talk with each other, especially when discussing “mission” planning, programmatic priorities and developing project pipelines.**

- While FCDO staff across the Caribbean recognise CDT's effort in fostering communication and transmitting information and knowledge, they acknowledge that much of this is done informally. Therefore, it seems valuable to create mechanisms that foster stronger formal communication between CDT and other FCDO posts across the Caribbean. Changes could include a formal structure whereby FCDO heads of post and CDT management regularly discuss programmatic priorities and how they should target respective countries.
- Similarly, CDT should explore how it could get more feedback on programmatic priorities by increasing communication with posts while programmatic priorities are still being developed. FCDO posts indicated that having an overview on programmatic priorities earlier in the pipeline would enable them to talk to counterparts from the onset about specific needs. This could enhance programme delivery and implementation by ensuring interventions target identified needs more strongly.

**Recommendation 4. Although the headline recommendation is that there is a strong case to support regional programming<sup>5</sup>, there should be increased recognition within the regional programme of some countries due to their size, salience, historic ties to the UK (e.g. Jamaica), or contextual specifics (e.g. Belize). This recognition should be reflected in interactions between CDT and FCDO posts.**

- Given its population, and technical capabilities, Jamaica should continue to receive particular attention from FCDO.<sup>6</sup>
- In the case of Belize, there may be a need for a stronger recognition of the following elements:
  - The country has a dual Caribbean and Central American identity and is at the crossroads of the two regions. In programming terms, Belize has the potential to act as a testing ground and replicate lessons learned in both the Caribbean and Central America.
  - The Belizean government is recognised for its technical capacity and sound level of professionalism. CDT programming could further capitalise on this to identify best practices and place Belize as a country where to test programming ideas.
  - It is the location of the Caribbean Community Climate Change Centre,<sup>7</sup> the regional body of CARICOM that works on government programmes to combat and adapt to climate change.

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<sup>5</sup> See Chapter 6 in Final Report Volume 1 for further detail.

<sup>6</sup> Jamaica is the country that received the highest yearly average of UKAID expenditure over the period FY 2019-2024. UKAID average yearly expenditure to Jamaica averaged £4.8M in this period. This is by far the largest expenditure among the 7 English-speaking ODA eligible countries looked at by this evaluation. In contrast, Dominica comes in second place in terms of UKAID average yearly expenditure over the period FY 2019-2024, with about £1M.

<sup>7</sup> <https://caribbeanclimate.org/>

